BATH
A STUDY IN CONSERVATION

Report to the Minister of Housing and Local Government and Bath City Council by Colin Buchanan and Partners

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Preface

This is one of four reports on the historic towns of Bath, Chester, Chichester and York. They were commissioned jointly by the Minister of Housing and Local Government and the City and County Councils concerned in 1966.

The purpose of the studies has been to discover how to reconcile our old towns with the twentieth century without actually knocking them down. They are a great cultural asset, and, with the growth of tourism, they are increasingly an economic asset as well.

The Civic Amenities Act 1967, sponsored by Mr Duncan Sandys, gave recognition for the first time to the importance of whole groups of architectural or historic value and required local planning authorities to designate 'conservation areas' and to pay special attention to enhancing their character or appearance. While the Act was in preparation, the Government decided that studies should be commissioned to examine how conservation policies might be sensibly implemented in these four historic towns. There were two objectives; to produce solutions for specific local problems, and to learn lessons of general application to all our historic towns.

At the same time my predecessor (Mr Crossman) asked Lord Kennet, the Joint Parliamentary Secretary to the Ministry, to convene a Preservation Policy Group. Its terms of reference are:

(i) To co-ordinate the conservation studies and to consider the results.

(ii) To review experience of action to preserve the character of other historic towns.

(iii) To consider measures adopted in other countries for preserving the character of historic towns and villages, and their effects.

(iv) To consider what changes are desirable in current legal, financial and administrative arrangements for preservation, including the planning and development aspects, and to make recommendations.

Its membership is: J. S. Berry, BSc (Eng), AMICE, MIStructE, MIHE,
H. J. Buck, MTPI, FRICS, Theo Crosby, ARIBA, FSIA;
A. Dale, FSA, Prof. Alan Day, BA; Miss J. Hope-Wallace, CBE,
R. H. McCall; Prof. N. B. L. Pevsner, CBE, PhD, FSA, Hon FRIBA,
B. D. Ponsford; H. A. Walton, B Arch, Dip CD (L'pool), ARIBA, MTPI;
S. G. G. Wilkinson (succeeded by V. D. Lipman);
A. A. Wood, Dipl Arch, Dipl TP, FRIBA, MTPI, and
Lord Kennet as Chairman.

I should like to take this opportunity of thanking very warmly the members of the Group and particularly Lord Kennet. His deep knowledge of historic buildings and enthusiasm for their safety have greatly contributed to the Group's work. This has fallen into two parts.

The first, concluded in the Spring of 1967, consisted of identifying those changes in the law which would improve our national system for the conservation of historic buildings and towns. The views of the Group were taken into account by the Government during the passage of the Civic Amenities Act 1967 and in devising Part V of the Town and Country Planning Bill. The latter provides a much improved system of controlling alteration or demolition of historic buildings, and makes other important amendments to the law.

The second part of the Group's work, that is considering the recommendations of the consultants, begins with the publication of these reports.

The recommendations the consultants make in these reports are numerous and diverse; with help from the Preservation Policy Group the Government and the local councils concerned will need to consider them carefully. The councils are not committed to adopt any recommendations of specifically local application, nor is the Government committed to adopt the various suggestions of more general application.

We shall now discuss the reports with the councils concerned and with the local authorities of other towns as well. The Preservation Policy Group will co-ordinate these discussions and study their results. Only then will the full value of these reports be seen.

Meanwhile I commend the reports to everyone concerned with the well-being of our old towns, and express the Government's warm thanks to the consultants who produced them.

Anthony Greenwood

Minister of Housing and Local Government

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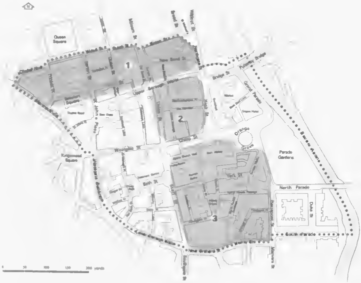
Matthew Bramble 1769

You must know I find nothing but disappointment at Bath, which is so altered, that I can scarce believe it is the same place that I frequented about thirty years ago . . . the Square, though irregular is on the whole pretty well laid out, . . . the Circus is a pretty bauble contrived for show and looks like Vespasian's amphitheatre turned outside in, . . . the inconsiderable height of different orders, the affected ornaments of the architrave which are both childish and misplaced, and the areas projecting into the street, surrounded with iron rails destroy a good part of its effect upon the eye . . . the same artist who planned the Circus has likewise projected a Crescent; when that is finished we shall probably have a star; and those who are living thirty years hence, may, perhaps, see all the signs of the zodiac exhibited in architecture at Bath.

Nikolaus Pevsner 1958

As a piece of town planning, Georgian Bath is unique in England and indeed in Europe . . . the aesthetics of planning in 18th century England apply to the gardens and the park rather than the city . . . "Intricacy . . . might be defined as that disposition of objects which by partial and uncertain concealment excites and nourishes curiosity . . . that most active principle of pleasure" . . . the sequence Queen Square, Circus, Royal Crescent is in my opinion the ideal urban illustration of these principles. Georgian Bath must obviously be preserved . . . But no city can afford to be a museum What future other than that is there for Bath?


N
Queen Square
Milsom St
Broad St
Walcot St
1
New Bond St
Bridge St
Pulteney Bridge
Grand Parade
Upper Borough Walls
Trim St
John St
Quiet St
John Place
High St
2
Cheap St
Orange Grove
Parade Gardens
Westgate St
Kingsmead Square
Bath St
Bath Abbey
York St
North Parade
Duke St
3
Pierrepont St
South Parade
New Orchard St
Southgate St
Manvers St
0 50 100 150 200 yards

1 The study area
This extends from Wood Street in the North to Lower Borough Walls in the South; from the River in the East to Westgate Buildings in the West. It is an area with a wide range of problems associated with a wide range of building types

Terms of reference

1 On 8 November 1966 we were commissioned by the Ministry of Housing and Local Government and the Corporation of the City of Bath to carry out a Conservation Study of an area in the centre of Bath.

2 The essential points of the terms of reference (which are set out in full in Appendix C) were as follows:

i We were to study and report on the implications of a conservation policy for the mediaeval core of the central area.
ii The primary object of the policy was 'to preserve and enhance the architectural and historic character of the area in order to maintain its life and assist in securing its economic buoyancy'.
iii We were to identify the buildings, street patterns, scenes and spaces which it was desired to preserve, explain the reasons for the choice, and consider the suitability of the buildings for their present use or their adaptability.
iv We were also to consider economic pressures for renewal and how to meet them; the economics of restoration and maintenance and sources of finance, the present legislation for conservation and control of new buildings, and to consider any changes in the law which might be desirable.
v We were to relate the study area to the rest of the City and to consider present planning proposals generally and within the study area.

• • • • • The study area boundary
1 The Cut Route
2 The pedestrian shopping area
3 The Abbey Green area

The separate tasks

3 The terms of reference distinguished five separate tasks.

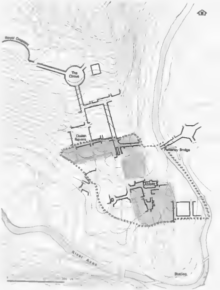
i Survey of the whole study area covering present use and condition of buildings, their architectural and historic merit, and market pressures for renewal or change.
ii The preparation of an environmental and traffic management scheme to show how conditions could be improved before major road construction was possible.
iii Detailed study of the Abbey Green area.
iv Detailed study of the pedestrian shopping area which surrounds Union Passage and The Corridor (hereafter referred to as The Corridor area).
v Detailed study of the 'Cut Route' (a road proposal on the line of New Bond Street).

Choice of study area

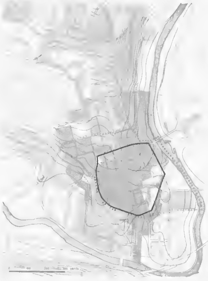
4 The study area was defined in our terms of reference as being bounded on the north by Queen Square, Wood Street and Green Street; on the east by the river; on the south by South Parade, New Orchard Street and Lower Borough Walls; and on the west by Westgate Buildings and Monmouth Street. It contains the Abbey, the

Roman Bath and the Pump Room, the Guildhall, the St John's Hospital Group, the Hospital for Rheumatic Diseases, the Parades, Bath Street, Beaufort Square, and the south side of Queen Square. It also contains the site of the Cut Route which is a sub-surface highway proposal on the line of New Bond Street contained in our own previous study of Bath. The study area and three sub-areas selected for more detailed study are shown in Figure 1. The more famous architectural layouts of the eighteenth century, most of which as it happens lie outside the study area, are shown in Figure 2.

2 Bath and the study area
Queen Square adjoins the area in the North, otherwise the most famous eighteenth century layouts lie outside it



3 Historical development
The study area conforms closely to the area of the City developed before the eighteenth century. The street layout and spaces are in many cases mediaeval



5 The study area was chosen because it is an area with a wide range of problems associated with a great variety of building types and architecture. It is 'richer' in this respect than an area consisting solely of eighteenth century development. Figure 3 shows that the study area boundary conforms in fact fairly closely to the extent of the city before the eighteenth century. The layout of streets and spaces is in many cases mediaeval, and classical facades have been grafted onto mediaeval roots. There are, however, within the area, representative examples of later layouts and designs, such as the Parades, where the problems and possible solutions are more typical of those in the purely Georgian parts of Bath.

Purpose of study

6 It should perhaps be emphasised that the purpose of this study was not primarily to produce a 'plan of action' for the conservation or preservation of the City of Bath as a whole. This study (itself essentially on a sampling basis) was one of several commissioned for various historic towns with the object of throwing light on all the problems which can be expected to arise in connection with the conservation of such towns. As we understand the position, the results of the various studies will be used by the Ministry of Housing and Local Government as a basis for a general policy.

7 The present study has been carried through with the benefit of and within the context of our earlier study of the planning and transport problems of Bath.* This latter study, which we will refer to in the rest of this report as the *Bath Planning Study*, was published in 1965 and has been accepted by the Council as the basis for the development of future policies. The *Bath Planning Study* had, as one of its main objectives, the protection of the heritage and environment of Bath from the adverse effects of motor traffic; there is thus no conflict between that study and the present conservation study, indeed, as far as traffic is concerned, the latter merely carries the work a stage further. The Cut Route is a proposal originating from the *Bath Planning Study*.

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*Bath: *A Planning and Transport Study*. Colin Buchanan and Partners. 1965.

[illegible] the [illegible]

1 The case for conservation

The Royal Crescent
The architectural importance of Bath lies in the excellence of the facades and the urban and landscape spaces they enclose
(paragraphs 11 and 12)

Introduction

8 The meaning to be applied to the word 'conservation' is implicit in our terms of reference. It is not a question of preserving buildings for the sake of preservation. It is cherishing all the features, from buildings to atmosphere, which give a historic town its value, whilst ensuring at the same time that the town does not become a dead museum piece but continues as a lively centre of urban life. It is not difficult to see the kind of questions this raises: What is to be done about buildings which are valuable historically but have no real contemporary function? What value should be applied to, say, a mediaeval street pattern when none of the buildings is of any historical worth? How is a policy of this kind to be financed, because it could obviously put owners to heavy and abnormal expense? How is traffic – the arch-destroyer of urban amenities – to be handled in a situation where few if any of the buildings can be touched?

9 These are the kind of questions with which this report is concerned. But obviously there is a large element of preservation in a conservation policy, and so our first step was to ask ourselves, in relation to the study area 'What should be kept, and why?' This forms the subject of the present chapter. Before entering the question in detail, however, it will be useful to consider Bath's importance in a national context, and the importance of the study area in relation to the rest of Bath.

10 What is the architectural and historic importance of Bath? This is not a question that can be answered completely or quantitatively. Part answers can be expressed in terms of the number of people who visit the City, the number of listed buildings, the amount of money allocated by Government to care for the buildings, or in other ways. We can only in the end say how important Bath appears to us and why.

11 The architectural quality of Bath lies in the excellence of the facades and the urban and landscape spaces that they enclose. There are important interiors such as the Assembly Rooms or the Abbey, and there are many beautiful domestic interiors, but these interiors do not approach the beauty and importance of the co-ordinated Georgian facades. The remarkable homogeneity of Georgian Bath does not in itself make Bath important, any inter-war housing estate or Victorian industrial town is as restricted in scale and materials. What matters in Bath is the sheer quality of the urban stage set. One assessment of Bath's national importance lies in a comparison of the number of 'listed' buildings in various historic towns.

	Grades I & II	Grade III	Population
Edinburgh	2,998	473	468,000
Bath	1,786	1,032	80,000
Oxford	660	310	105,000
York	632	288	104,000
Salisbury	356	298	35,000
Cambridge	259	423	95,000

This list must be treated with caution since, for example, some Oxford and Cambridge Colleges are listed as one building, but even so it gives an idea of the great concentration of buildings which have been considered architecturally important in Bath.

12 Bath is important historically in more than one way. First, from the time of Anne of Denmark (Queen of James I), the residents and visitors to this national health resort form a roll call of the aristocracy, the gentry and their attendants, physicians, and artists. There were no events of momentous historical importance, but as a setting for social history the buildings have a particular importance. Secondly, in the history of urban design and planning, the eighteenth century terraces from the period of the Woods onwards are irreplaceable, and their importance is international. Many present day designs clearly owe a debt to the skill shown in reconciling the individual house with the civilized urban street and the landscape. The relation between 'soft' landscape, 'hard' landscape and enclosing facades as demonstrated in the Circus and Crescent is also important in the development of urban design.

13 We have no doubt that in an English context Bath is one of the half dozen most precious small towns, for its architectural quality, for its historic associations and its contribution to the art of urban design. Here more than anywhere in England is a Georgian town, miraculously preserved as its builders left it, built over a span of only 70 years, and with consistency of scale, architectural language and materials. In a wider context perhaps the details of English social life in the eighteenth century lose importance, but the architectural quality and the contribution to architectural history remain irreplaceable.

The Circus
(paragraphs 11 and 12)

High Street looking south
The value of the area depends on a subtle blending of architectural merit, historical associations and 'character associated with the busy life within it and the incidentals of townscape
(paragraph 16)

The study area and Bath

14 The study area is essentially a mediaeval layout with Georgian buildings. We have seen that the greatest architectural importance of Bath lies in the Georgian layout and buildings to the north of the study area. How does the study area compare in importance to the rest of the centre of Bath?

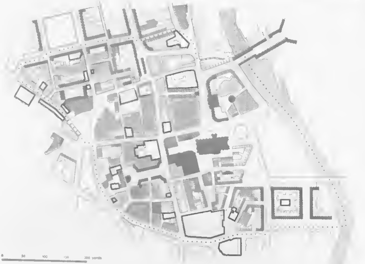
Abbey Green
The study area is essentially a mediaeval layout with Georgian buildings
(paragraph 14)

15 From the point of view of the architectural historian the study area is of lesser importance. To the archaeologist and the man in the street however the mediaeval core of Bath probably contains the most interesting things in the City. The numbers who pay a special visit to see the Circus and Crescent are not known, but in terms of numbers of visitors the Assembly Rooms (79,000 in 1966/67) comes a poor second to the Pump Room and Roman Baths (297,000 in 1966/67).

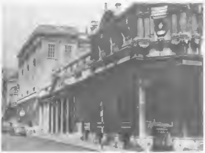
16 The particular charm and importance of the study area lies in the gradual realisation that all around, and even under one's feet, there is evidence of long previous occupation by generations of people. The sequence of baths from Roman through the Jacobean Kings' Bath to the eighteenth century Cross Bath, and even the Edwardian treatment centre in Bath Street, gives a vivid, slightly pathetic reminder of the men who lived and built here for so long, and who enjoyed the healing waters. The importance of the study area depends on a subtle blending of architectural merit and historical associations which is more difficult to define and analyse than the other parts of the centre. The result of the blending is an area of 'character' which also depends for its value on the busy life going on within it, and on the incidentals of 'townscape' associated with its use.

17 We consider that the architectural and particularly the historic importance of the study area as a whole is as great as the rest of the centre of Bath. Bearing in mind our very high assessment of the importance of Bath as a city this means that the study area is also very important in a national scale of values. Since the value of the area arises from a subtle blend of purely architectural and human values this means that its quality is very vulnerable to damage by ill-considered change.

Friends Meeting House in York Street
This small building is an example of a building which cannot be changed in its external appearance (paragraph 18)



SW corner of the Pump Room block
Parts of the Pump Room block are of the highest importance, but other parts can accept a degree of change. The collonade, which has only a class III listing forms part of a symmetrical composition with the West flank of the Pump Room, and must be preserved (paragraphs 18 and 21)



Architectural assessment within the area

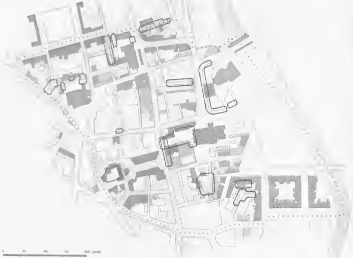
18 For survey purposes the study area was divided into a series of sub-areas and a record was made covering architectural importance of buildings, spaces of value, visual and environmental problems, and the external condition of buildings. The architectural assessment suggested that the most significant classification of individual buildings was not solely in accordance with their architectural merit but in a combination of architectural merit and ability to accept a degree of change in outward appearance. Thus, of two buildings in Grade I, one might be completely unalterable in any respect, whereas the other might be able to accept a considerable amount of change and even to be improved in the process. The houses in the Circus, for example, are unalterable except at grave risk to the whole composition, but there are appurtenances of the Pump Room and Roman Baths which could be changed without any such risk. Figure 4 shows buildings of architectural merit, categorised into one of three classes according to their importance and also according to the amount of change that can be allowed. It also shows groups of buildings which have importance and merit over and above the worth of the individual buildings. The classification of buildings is as follows:

Ia Buildings of the highest architectural importance which must be kept and which cannot be significantly changed.
Ib Buildings of the highest architectural merit which must be kept but which can be changed to some extent.
IIa Buildings of considerable merit which should be kept and which cannot be significantly changed.
IIb Buildings of considerable merit which should be kept but which can be changed to some extent.
III Buildings of some merit. Whether they should be kept or not depends on other factors such as location and condition.

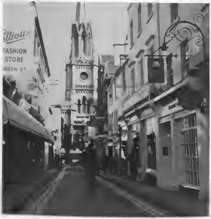
19 There are two other classes of building shown on Figure 4: (i) buildings and groups of little or no architectural merit and (ii) substantial new buildings likely to remain for the foreseeable future. The drawing also shows, in some cases, whether the architectural importance is confined to the facade or whether the building has important interiors or rear facades. In Bath as a whole the facades are very much more important than the interiors, as we have mentioned. We have not been able to carry out a complete survey of the inside of every building in the study area, but we have discovered a number of valuable interiors, and more may exist.

4 Architectural importance of buildings
This classification covers architectural merit and also the degree to which buildings can accept some changes in their appearance

■	Class 1 and 1a
▨	Class 2 and 2a
░	Class 3
▒	Buildings and areas of little importance
☐	New Buildings



Green Street
Some of the buildings are important and listed, some are not. The total value depends on harmony of scale, proportions and materials and also sett paving, good shop fronts and advertising
(paragraph 21)



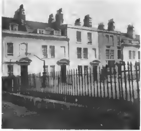
5 Present listing: Buildings of architectural and historic importance

▓ Grade 1 Statutory List

▒ Grade 2

▨ Grade 3 Supplementary List

▭ Areas and buildings where present listing gives inadequate protection or is open to argument



N side of Beaufort Square
The two houses in the centre of this charming unified design have been spoiled by clumsy extra storeys and have been reduced to the supplementary Grade III list. They need protection as much as the rest of the row which is Grade II.
(paragraph 21)

Present 'listing' of buildings

20 Figure 5 shows the present listing of Buildings of Architectural or Historic Interest under section 32 of the Planning Act of 1962. As is well known, the emphasis in listing has been changing in recent years. Originally when the Bath list was made the emphasis was placed on the value of individual buildings and not much consideration was possible of the value or need for protection of a total scene or of a group of buildings. Also, the need for listing and protecting good nineteenth and twentieth century buildings is now recognised, but the extension of the statutory list is not expected to be completed in Bath until 1968.

21 Some examples of deficiencies in the existing lists can be grouped as follows:

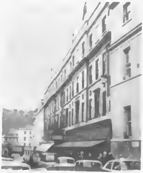
i *Unco-ordinated designs with a value above their component parts*

a. Abbey Green, Queen Street. Here the harmonious buildings have a high group value only partly protected by the listing of individual buildings. The granite sett paving which is important is perforce unlisted.

b. Green Street, Chapel Court, Northumberland Place. Here the buildings are of various degrees of importance, some being listed and others not. The total value of the surroundings depends on the scale, materials, and proportions of all the buildings as well as the high quality ground paving materials, shop fronts, signs, lighting, and planting, none of which are specially protected.

ii *Unified designs with some part unlisted*
Beaufort Square, New Bond Street, Old Bond Street, Quiet Street. Two houses on the north side of Beaufort Square have been partly spoiled by an extra storey and clumsy new windows and have therefore been listed Grade III. Yet they form a vital part of a unified terrace and need protection as much as the rest of the terrace which is listed Grade II. Also the replica buildings at the east side of the Square need as much protection as the originals alongside. Similarly part of New Bond Street was originally listed Grade III, and part was unlisted. Part has subsequently been provisionally upgraded to Grade II, part remains Grade III and part is unlisted, presumably because it has been spoiled by incongruous shopfronts. The street is a unified design and needs treating as a whole. The Gas Board facades in Quiet Street and Old Bond Street are slightly different, each forms a part of a unified terrace listed Grade II, but each has been delisted, presumably because the facade in Old Bond Street has been rebuilt.

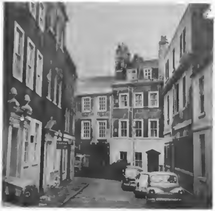
iii *Nineteenth Century buildings*
The Victorian assembly hall next to the Pump Room, together with the buildings around the Roman Baths, all appear to be Grade III. These are the only Victorian or later buildings to be listed in the study area. The Stall Street colonnade opposite Bath Street is included in this Grade III listing, yet it forms a part of the symmetrical composition of the Pump Room which is itself listed Grade I. Other nineteenth century buildings of note which deserve protection are the two additional wings to the Guildhall (these are shown Grade I on some versions of the list, which is surely a mistake), and the Old Police Station facing onto Orange Grove which has fine proportions and bold but subtle modelling. The latter building has had ugly additions at the back.



Union Street
Baldwin's design has been spoiled by ugly shopfronts, windows and an extra storey
(paragraph 22)

22 Some oddities such as those mentioned will presumably be removed as and when the lists are revised. There are other cases where inclusion or not is entirely a matter of opinion. A few examples where we were surprised to find buildings on the lists or omitted are as follows. Union Street: the fragments of Baldwin's design which remain do not seem to us to justify listing. Colmers store (Grade III) is an exceedingly ugly rebuilding of the original facade with extra stories on top. Terrace Walks: Nos. 6 to 9 are listed Grade II, the rest of the terrace is unlisted. The whole row has been equally spoiled by bad shopfronts but we do not consider that any part merits a Grade II listing even though it may have been designed by John Wood Senior. Orchard Street: we are surprised that the buildings here are all unlisted; though in bad repair they form a street of potential architectural value and are rich in historical associations. The Grapes Public House at 14 Westgate Street is rightly listed Grade II, but an almost equally good facade opposite (Nos. 28 and 29) is unlisted.

23 Another major defect of the present listing system in Bath is that it makes no distinction between the importance of front facades, interiors and rear facades. This can lead to ludicrous situations, where, for example, an ugly twentieth century addition at the back of the Fernley Hotel is ostensibly 'listed'. Again, on the first floor of No. 9 Quiet Street there is one of the finest rooms in the study area, with three shallow domes and lanterns. This forms part of the premises of the Gas Board which have been rebuilt externally and deliated, and so this room has also lost its protection.



Old Orchard Street
These buildings are unlisted. Sheridan's wife lived in the house in the left foreground
(paragraph 22)

Historical Importance

24 When considering the historical importance of buildings in the study area we found it helpful to distinguish between three types of importance:

i Importance to the history of architecture or urban design.

ii Importance to social history, or with important 'associations'.

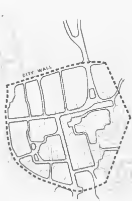
iii Archaeological importance.

History of architecture

25 This is the easiest type of historical importance to analyse and define. As already mentioned the buildings of the highest importance of this type in Bath lie largely to the north of the study area. But there are notable groups within the study area such as Bath Street (a highly unusual arcaded street with apsidal ends); the rear facade of the Theatre Royal (one of the small number of works by Dance the younger); the Parades north and south by the Woods; and of course Queen Square which just comes within the study area on the north.

Historical associations

26 All central Bath and the study area are particularly rich in associations with famous people of the eighteenth century and early nineteenth century. It is sometimes a fair question to ask just how important the human associations of a building are. For example does the fact that Sheridan eloped from a house with Miss Linley really matter, by itself? Every building means something to somebody after all. The importance of these associations seems to lie in people's nature – most people would agree that life would be the poorer if everyone had to live in surroundings which had no old buildings to remind them of their common past. We suspect that to the man in the street, not informed about the difference between an early and late eighteenth century facade, the fact that Sheridan eloped from one and Nelson stayed in the other (with Lady Hamilton) is more important. Something would be lost if both buildings were to be replaced, even by good modern designs with a plaque on the front.



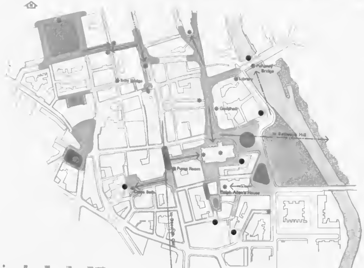
6 Mediaeval street pattern
Some parts of the present layout are recognisably mediaeval in origin, but the only mediaeval buildings are the Abbey and two fragments of City Wall.

Archaeological importance

27 This is perhaps the most difficult kind of historic importance. At one end of the scale we considered whether the parts of the street pattern in the study area which are recognisably *mediaeval* (shown in Figure 6) had an extra value because of this. The row of buildings 3 to 9 Terrace Walks is at an odd angle because it replaced earlier buildings fronting on the mediaeval wall: does this make the buildings or the site more important? We are inclined to think not, although the existing fragments of wall on Upper Borough Walls and Boat Stall Lane should be cherished and given better surroundings. Somewhere in the middle of the scale of value are the mediaeval fragments to be found in some of the basements of houses near Abbey Green. These are of no architectural importance but they contribute something to the strong sense of there being layers of history in this part of Bath. At the top end of the scale, the Roman Baths have no great architectural importance or individual associations but of course they are of the greatest archaeological interest. The general public's interest in the Roman Bath system is also very great.

28 When we considered these three different types of historical importance we came to the conclusion that the study area as a whole was at least as important as the rest of central Bath and that some parts of it were of the greatest value

The Abbey from east of the river
The green landscape appears to flow from Bathwick Hill down over the flood plain and right up to the walls of the City and the Abbey
(paragraph 30)



Abbey Green
The few street trees have an immense impact on the scene
(paragraph 31)

7 Landscape importance
The setting of green hills is of the greatest importance but also important are the 'hard and soft' landscape spaces within the study area

▨ Important 'hard' urban spaces

▨ Important 'soft' landscape spaces and elements

→ Important views

✱ Important landmarks

■ Damaging ground surfaces or street furniture

● Damaging buildings or views

Landscape importance

29 The features of greatest importance are the setting of surrounding hills as seen from the study area, the 'soft' landscape elements such as parks, gardens, trees and even flowerbeds, the 'hard' urban landscape such as spaces between buildings, ground surfaces, street furniture and even such incidentals as shop signs which all play a part in the quality of the urban views. These landscape elements are shown in Figure 7.

The setting

30 The charm and importance of the views to the east and south from the centre are well known and do not need further discussion here. The continuity of green landscape from Bathwick Hill to the east, down through the flat recreation grounds by the river to the 'walls' of the City at Parade Gardens is also important. One of the best selling postcards of Bath is a view of the Abbey from Parade Gardens which gives the illusion that the building is surrounded by trees.

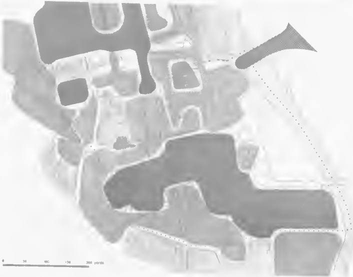
Soft open spaces

31 Parade Gardens is an important lung for the densely built-up study area, especially in the summer. The gardens suffer (to our taste at any rate) from a lack of skilled landscape design – a preoccupation with bedding plants and floral display is no substitute for real consideration of the functional needs and circumstances of each open area. The circle of grass in Orange Grove for example has fussy little conifers and flower beds which seem inadequate and out of scale with the surroundings. Beaufort Square has a patch of grass which is a pleasant foil to the buildings, but it is inaccessible. There is a general shortage of soft landscape space throughout the area. Private gardens are generally disappointing. They are very often reduced in area by single storey additions and over-shadowed by high stone garden walls There are few street trees. Those in Abbey Green and Kingsmead Square have an impact on the scene which suggests that many more should be planted in carefully chosen spots. One of the impediments to tree planting is the use of so many streets for traffic, much could be done if some streets could be relieved of traffic and the underlying vaults filled in. Two places where trees could be planted now are at the west end of Bath Street, where planes or chestnuts could frame the Cross Bath and screen the nondescript wall of St John's Hospital, and in the open space between Abbey Chambers and the Roman Baths where smaller trees could be planted in raised mounds.

Hard urban landscape

32 Figure 7 shows those urban spaces which we consider to be important. Of particular interest is the system of pedestrian routes and spaces already existing which adds a great deal to the convenience and attractiveness of the shopping centre. Also shown are spaces which are unsatisfactory or capable of being improved One important factor in this assessment is the ground surface and the street furniture on it; areas such as Abbey Green, Abbey Churchyard and Northumberland Place owe a good deal to the granite setts or stone flags with which they are paved. Bath Street and Chapel Court in contrast, have shiny tarmac which looks characterless against the smooth Bath stone facades of the buildings.

Northumberland Place
The system of pedestrian routes adds to the convenience and attraction of the shopping centre The stone paving is important
(paragraph 32)



33 Our conclusion on the importance of landscape around and within the study area is twofold First, the setting of the centre and the continuity of green space from Bathwick Hill up to the walls of the City are very important and need preservation Secondly, open space, whether hard or soft in character, is in short supply in the study area, and the existing spaces of merit need careful design and extension

Objectives for conservation

34 As a result of considering all these different aspects of architectural, historical and landscape importance we came to certain tentative conclusions about the study area These are shown in Figure 8 We consider that it is possible to divide the study area up into four types of sub-area.

i *Areas containing a majority of buildings and spaces of the highest architectural and historic importance*

There is one major and clearly defined area in this group. It extends from North Parade by the river, along past Terrace Walks and Orange Grove, along Cheap Street, striking west in a salient to include Bath Street and St John's Hospital, and then south of the Pump Room and Baths to include Abbey Green, North Parade Buildings and Orchard Street, then to South Parade and the river. Two other large areas of the highest importance *abut* the study area, one contains Pulteney Bridge and continues east along Laura Place; the other comprises the southern part of the great Georgian developments – Queen Square, Quiet Street and Wood Street forming the northern boundary, and Milsom Street and Old Bond Street extending south. There is one small 'island' of the highest importance formed by Beaufort Square.

8 Areas of architectural and historic importance
The study area contains one area of the highest importance, and two other such areas are immediately adjoining

▨ Areas of the highest importance

▨ Areas of secondary importance

▨ Areas of little importance

▨ Areas of little importance needing large scale renewal

ii *Areas which are not of the highest importance but which have character and charm and some important buildings and spaces*

There are a number of areas of this sort:

a. Kingsmead Square.

b. Part of Westgate Street, Trim Street and Queen Street.

c. The pedestrian shopping area of Union Passage, The Corridor and Northumberland Place.

d. The riverside from Terrace Walks to Pulteney Bridge.

e. The interesting spatial progression of High Street and Northgate Street with its good views to north and south and its connections to Bridge Street, New Bond Street and Green Street

iii *Areas of little architectural or historic importance*

These areas lie to the south and west sides of the study area:

a. Lower Borough Walls and an area including part of Stall Street, Bilberry Lane and Beau Street.

b. Westgate Buildings and part of Westgate Street.

c. Union Street, Parsonage Lane and Bridewell Lane.

d. Monmouth Street, the west end of Chapel Row, Princes Street, Barton Street and Harrington Place.

iv *Areas which are clearly of little architectural or historic interest and which are already in need of comprehensive renewal*

There is a large zone to the south and west of the study area which

is outworn and ugly; plans are already being made for rebuilding various parts. Within the study area there are two main renewal areas:

a. Saw Close. It is surprising to see that the mean twentieth century and nineteenth century buildings follow the same frontages shown on a seventeenth century map, but we do not consider there is anything of value within the area. The building Nos 27-29 Westgate Street already mentioned should be kept.

b. A large area adjacent to Walcot Street is already programmed as a Comprehensive Development Area.

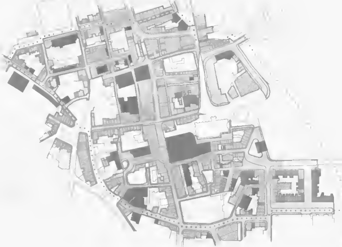
Conclusion

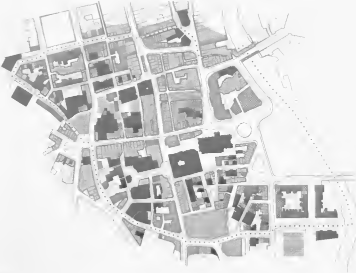
35 As a result of this fairly detailed investigation of the study area we were able to form a much clearer idea of the meaning and purposes of 'conservation'. We could see that it was a matter of attending to a number of inter-locking factors – the buildings for their intrinsic architectural merit, their immediate 'hard' settings, the 'soft' open spaces, character and atmosphere (sometimes retained by buildings which taken individually are of no great value), historical associations, and the relevance of buildings and their layouts to architectural history and archaeology. We realised, as we worked through all the aspects, that in some cases there was room for different opinions as to the values that should be accorded, but on the whole we had no great difficulty in defining the four groups of areas which are described in the previous paragraph. The case for conservation is crystal clear in respect of the first group. It is not greatly open to question in the case of the second group. In the case of the third and fourth groups there is no case for conservation except to the extent that these areas closely adjoin areas where the case is clear, and therefore any development or redevelopment within them requires to be carefully handled. No authoritative definition has yet been given of the term 'conservation area' as used in the Civic Amenities Act, but in our view at least the sub-areas comprised in the first and second group described above would qualify in the context of Bath.

2 The study area examined in detail

Introduction

36 Having gained a clear but general idea of the objectives for conservation within the study area, we next had to consider the various problems which a policy of conservation would involve. The possible nature of these problems has been touched on already – the question, for example, of finding uses for buildings which are valuable architecturally but which seem ill-adapted for any present-day use. For this purpose we first made a detailed study of the area covering many aspects – from the floor-by-floor use of all buildings through questions of age and condition to the recording of ownerships. We were then able to draw out the main problems and reach conclusions as to the likely scope of a conservation policy. This work is described in the present chapter. In Chapter 4 the process is taken into considerably greater detail in respect of the three separate sub-areas – Abbey Green, The Corridor Area, and the Cut Route.





9 Land use: basement level
This shows the remarkable extent to which the area is built up on empty vaults.

10 Land use: ground floor level
The dominant uses are shopping, civic and cultural

- ░ Shopping
- ▒ Offices or public offices
- ■ Civic or cultural
- ▥ Residential including hotels and hostels
- ▩ Storage or industry
- □ Vacant space
- ▤ Car parking

Physical state of the area

Existing use of land and buildings

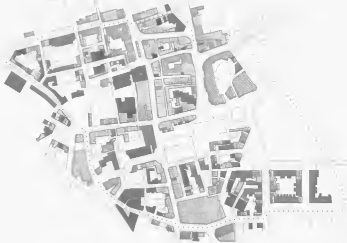
37 From the City Planning Officer's Department we were able to obtain detailed plans of the use of each building at each floor level. These plans had been prepared in 1965, so we updated and corrected them by survey, and combined tham onto plans for the whole study area.

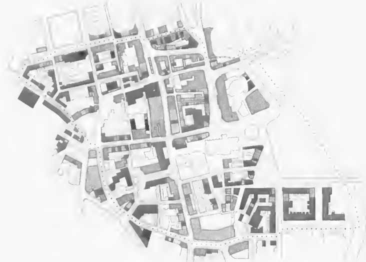
i *Basement level.*
Figure 9 shows the remarkable extent of vaulting under the street system. These vaults are usually at right angles to the axis of the street and are accessible from the basement of the buildings. In most cases they are not used. There are various theories to account for this building up of the basements and streets above the existing ground level, a likely explanation is the high water table (see the results of boreholes in tha Cut Route study). There are places where tha extensive basement system could be utilised in various ways; for example, the vaults under North Parade overlook the gardens and could be made into restaurants or bars, while the vaults under South Parade could give much needed low-level service access to the hotels. The present uses at basement level are largely tied to the use of the building on the ground or upper floors – there are virtually no seperately-entered offices, 'boutiques' or restaurants at this level. In fact, however, the uses shown are largely nominal since many basements are damp and not at present fit even for storage.

ii *Ground level*
Figure 10 shows that the dominant uses at ground level are shopping, civic and cultural. There are concentrations of residential usa including hotels around the Parades, Manvers Street, Abbay Green, Chapel Court, Beaufort Square end Monmouth Street. The shopping layout is interesting for its diffuse pattern – this is discussed later in the analysis of uses. There is little vacant space at this level.

iii *First floor level*
Figure 11 shows that the dominant uses are storage, offices tied to the ground floor shops, and private officas. There is some preponderance of residential use in the south east and north west parts of the area. Most of the first floor space is occupied.

iv *Second floor and third floor*
Figures 12 and 13 show that at these levels there is less use associated with shopping and private offices, and an increase in residential use. Much of the top floor space is empty.





11 Land use: first floor level
The dominant uses are storage and offices

12 Land use: second floor level
There is an increase in residential use and empty space

13 Land use: third floor level
Most of the third floors are empty or nominally used

□ Shopping

▒ Offices or public offices

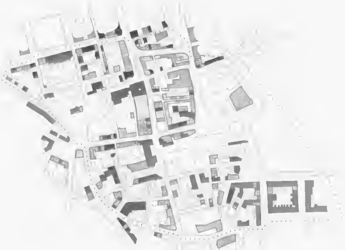
■ Civic or cultural

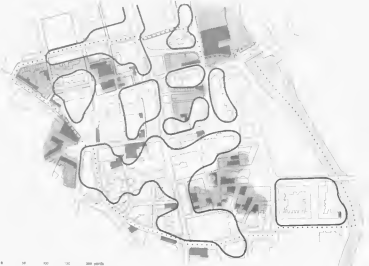
▓ Residential including hotels and hostels

▦ Storage or industry

░ Vacant space

▤ Car parking

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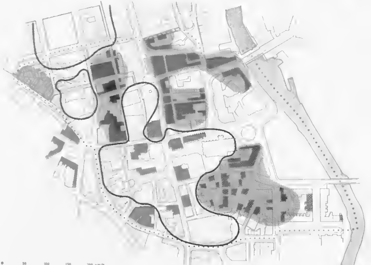
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14 Survey: structural condition
By the latter part of the eighteenth century, external walls were normally built of Bath stone only 6 in thick

▢ Areas generally in sound condition

▨ Areas generally in poor structural condition

▥ Buildings in poor structural condition

15 Survey: internal arrangements of buildings

▢ Areas with internal arrangements satisfactory for present use

▨ Areas with internal arrangements unsatisfactory for present use

▧ Buildings with internal arrangements unsatisfactory for present use

Condition of buildings

38 Figure 14 shows the general condition of buildings. It picks out ***areas*** that are in generally poor structural condition, as well as individual buildings which are particularly unsound. In this survey we attempted to distinguish between such matters as the condition of the walls (settlement, thrust, damp, thickness), roofs including dormers and gutters, and interior timbers, staircases, etc. In general, the later in the eighteenth century that the buildings were erected, the thinner are the walls. The buildings in New Bond Street provide a good example of extreme thinness of external walls. Roofs and gutters are generally in a very poor state, as are parapet walls. These latter elements require a disproportionately high amount of maintenance.

Age of buildings

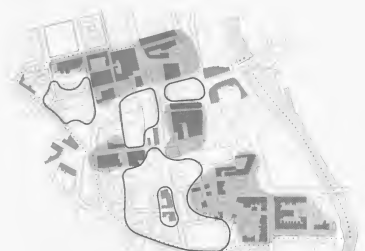
39 We plotted the approximate age of all buildings in the study area. This exercise proved to be of some general interest, but we concluded that there was no direct relationship between age and the problems of conservation. It does not even follow that the older the building the greater is the maintenance liability.

Internal arrangements of buildings

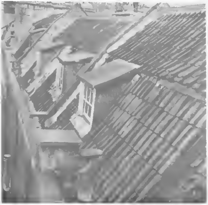
40 We surveyed the internal planning of the buildings and assessed the suitability for the uses to which the buildings are currently put. Figure 15 shows areas which have generally satisfactory or unsatisfactory internal arrangements. The question of standards is a difficult one. Most of the housing in the study area does not satisfy minimum standards let alone progressive housing policies. Similarly most of the offices would not meet the requirements of the Shops, Offices and Railway Premises Act. Nevertheless there are areas of housing, such as Beaufort Square, where the essentials of housing performance are or could easily be met, and some offices in the larger Georgian terraces and houses have been modernised. The shops also vary greatly in their internal adequacy. There are a few purpose-built large shops such as Woolworth's, which function satisfactorily, and by contrast there is a large shop in The Corridor, which is in a good position but has unsuitable internal arrangements and has remained empty for some years.

Accessibility

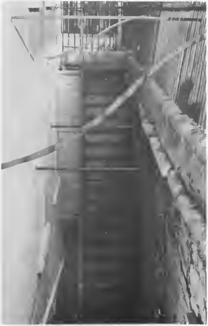
41 Figure 16 distinguishes between areas which have a high proportion of buildings with adequate vehicular access for their present use and areas which are not so well served. This assessment takes note of the different needs of different uses. For example, hotels without convenient service access, without access for guests direct from their cars, and without convenient car parking space, are assessed as seriously deficient. Private houses on the other hand do not necessarily need private garages on the premises or immediate access for routine service vehicles. Different kinds of shop need different degrees of accessibility for service vehicles. The small speciality type shops, like some of those in Union Passage, are serviced more or less adequately by the present trolley system so long as the parking bays for vehicles remain reasonably convenient. Larger shops selling heavy goods and depending on high volume turnover need direct goods vehicle access preferably separated from the pedestrians. It is significant that the small shops in Union Passage and The Corridor survive but (as mentioned previously) the largest shop in The Corridor has been standing empty for some years. It would appear that one of the reasons is the absence of rear vehicular access.



Roofs next to The Corridor
Roofs, gutters and parapets are generally in very bad condition and take a great deal of maintenance. Mansard roofs could often be replaced by flat roofs without visual loss or loss of productive space (paragraph 38)



Inadequate service access to hotel
(paragraph 41)



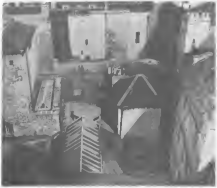
16 Survey: vehicular accessibility

◯ Areas with access generally adequate for present use

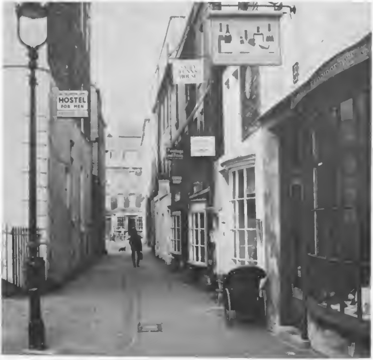
● Areas with access generally inadequate for present use

▨ Buildings with access inadequate for present use

Centre of block south of The Corridor
Where ground floor areas are inadequate for present uses, squalid single storey extensions have often been built over the ground previously used for gardens (paragraph 43)



North Parade Passage
Many environmental problems arise from the close spacing of the buildings on the mediaeval pattern (paragraph 42)

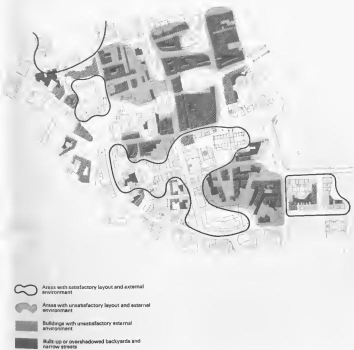


Layout and external environment

42 In this survey we assessed the external factors affecting the buildings such as daylight, outlooks, freedom or otherwise from traffic noise, fumes and danger, and the general visual attractiveness of the setting. We consider that many of the environmental problems of the study area arise from the close spacing of the buildings on the original mediaeval layout. This reduces the amount of daylight and sunlight penetrating the buildings, cuts down the amount of private and public open space between buildings, and reduces privacy.

43 In many cases the comparatively small ground floor area of the buildings is inadequate, as in the case of shops. This has resulted in the building of squalid single-storey extensions at the back. These have often filled the entire area formerly occupied by back gardens. The contrast between the front and the rear of some blocks is startling. These back-additions diminish daylight and privacy, and reduce the chances of providing rear access. The general effect may be seen on Figure 17 (roof level plan).

17 Survey: layout and external environment
Many of the environmental and functional problems of the study area rise from the close spacing of buildings on the original mediaeval layout

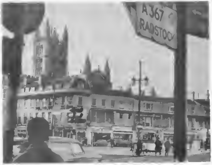

Areas with satisfactory layout and external environment
Areas with unsatisfactory layout and external environment
Buildings with unsatisfactory external environment
Built-up or overshadowed backyards and narrow streets

Pulteney Bridge, south side

Pulteney Bridge, north side
The contrast between front and back facades throughout the area is startling
(paragraph 43)

44 The environmental effects of excessive traffic can be seen very clearly in Pierrepont Street. There are some shops, hotels, flats and a number of offices in this street. The buildings are as large, solid and convenient as those in the Parades, but the noise and fumes of heavy traffic have had very adverse environmental effects. Another damaging effect of traffic is the clutter of parked vehicles, traffic lights, road signs, refuges, etc, that can deface the surroundings, as in Terrace Walks and Kingsmead Square.

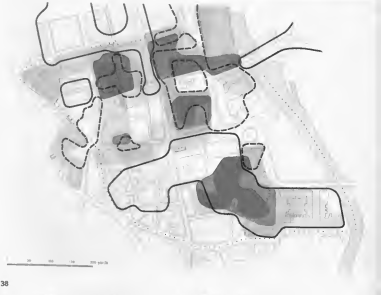
45 Lack of daylight, privacy and open space, the noise and fumes of traffic, and general visual blight all adversely affect the value of buildings, decrease the demand, and eventually lead to lack of maintenance and decay. In Duke Street the effects of these environmental factors can be clearly seen. The buildings themselves are similar on each side of the street – fine architecturally, and with adequate access for domestic use. On the east side the houses are generally looked after and have had recent investment or modernisation, on the west side the condition is bad, and one house has been standing empty for a year at least. The only difference, as far as we can see, is that the houses on the west side as well as having a restricted street view also look over the dank and ugly courtyard in the middle of the Parades, while the houses on the east have a view over open back gardens to the river and Bethwick Hill.



Terrace Walks
Parked vehicles, traffic lights, traffic signs, refuges and lavatory entrances
(paragraph 44)

Terrace Walks looking east to Bathwick Hill
(paragraph 44)

Abbey Green
(paragraph 47)



Summary of existing conditions

46 Figure 18 shows in a generalised way the combination of the factors which have been discussed, namely condition of buildings, internal arrangements, accessibility, and layout and external environment. The figure shows how the problems tend to concentrate in the areas of primary architectural and historical importance which were distinguished in Chapter 1.

47 The main area of importance, running from the Parades in the east to Chapel Court in the west, varies considerably within itself in the variety and intensity of its problems. Chapel Court, Bath Street, the Pump Rooms and Abbey have the least problems of internal arrangements. The area centred on Abbey Green, however, possesses all the problems in a severe form, and is likely to deteriorate indefinitely unless action is taken.

48 Two other areas where there are many problems are shown:

i The pedestrian shopping area centred on The Corridor and Union Passage.

ii An area along the line of the Cut Route including New Bond Street, Queen Street and Green Street.

In Figure 8 in Chapter 1 it was suggested that these areas, while not of the highest importance, have considerable charm and historic character which should be preserved as much as possible.

49 The buildings from Northgate Street to the river, and the buildings around Kingsmead Square and Saw Close have many deficiencies, but these are not critical areas from the point of view of conservation. The problem in these areas is to find suitable uses and rebuilding forms which will be in reasonable harmony with the main conservation areas.

50 It can be seen from Figure 18 that the three sub-areas selected for detailed study, namely Abbey Green, The Corridor Area, and the Cut Route, all contain some of the most difficult problems as well as some of the most valuable buildings. The reason for the choice of the whole study area also now becomes plain, for it has a range and concentration of problems probably greater than any other part of Bath.

18 Summary of conditions and areas of importance
The problems can be seen to be concentrated in the area of greatest architectural and historic importance, particularly around Abbey Green

◯	Areas of the highest architectural and historic importance
⬭	Areas of secondary architectural and historic importance
▨	Areas with one or more of the problems shown in figures 14, 15, 16 and 17

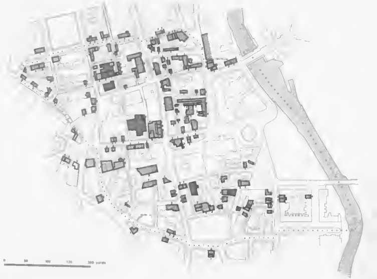
Problems of usage

Under-use and 'unsuitable' use

51 The outstanding point to emerge from the survey of the physical state of the area was the great amount of unused space within the buildings. Figure 19 shows all the buildings which have at least one floor unused, including attics but not basements. It should be understood moreover that in many cases where 'storage' is indicated on the floor-by-floor use plans, the use for this purpose is no more than nominal. We estimate that roughly 40 per cent of the space above ground floor level in the study area is vacant. This is an estimate that has caused surprise and alarm among some Bath residents and yet we suspect that a similar position exists in many historic town centres where shopping and offices on the ground and first floors are providing the income that maintains (or fails to maintain) the empty floors above. Figure 19 also shows uses which could be regarded as unsuitable for the area, but they are relatively few.

Suitability of buildings for present use

52 This question is discussed under five main headings: Residential, Shops, Civic and Public Buildings, Offices, and Miscellaneous Buildings. It is also convenient to mention at this stage some of the influences which are at work and the kind of changes which they may be expected to bring.



I: Residential buildings

53 *Hotels:* The Francis Hotel, partly purpose built, is the most modern and yet has only three single and 27 double rooms with baths out of 84 rooms. The other hotels do not approach this standard. All hotels suffer from inadequate car parks and service access.

54 *Institutions:* The three charity hospitals have all been extensively modernised and suffer chiefly from deteriorating surroundings. The hostel in Trim Street is in two parts joined by an overhead walkway, and though modernised internally is not a satisfactory building. The Salvation Army hostel in North Parade Building is in poor condition and badly needs modernisation internally.

55 *Purpose built flats:* Arlington House and the flats in Barton Street are newly built and adequately planned, and will remain in being for the foreseeable future.

56 *Subdivided terrace houses:* These are mainly in Duke Street and the Abbey Green area. They are over three storeys high, which is too much for single family occupation. Those in Duke Street are generally in fair structural condition without grave internal problems, those in Abbey Green and Monmouth Street are in poor condition and with poor internal arrangements.

57 *Terrace houses:* There are a few of these, most in Beaufort Square, some in Kingston Buildings and York Street and two in Abbey Green. They are in reasonable condition, and, being mostly two storeys, are generally capable of forming acceptable one-family houses. Some suffer from blighted surroundings or excessive traffic.

58 *Flats over shops or offices:* These form the bulk of the housing in the study area. They vary greatly. The minority are in fair condition and have adequate internal arrangements; these are mostly in the larger Georgian houses typical of the rest of Bath. Those flats in the smaller houses typical of the study area are generally poor, suffering from bad access, inadequate room sizes, and lack of light and view due to the close spacing of the buildings.

19 Empty floor space
Roughly 40 per cent of the space above ground floor level is completely empty. In addition to the empty space shown, many of the uses are only nominal

II: Shops

59 The ground floor land use plan (Figure 10) shows that shopping is the major land use in the area at this level, and that the main shops form a spine from Milsom Street in the north to Southgate Street in the south. The spine is broken into three sections by the presence of the Pump Room block and the Royal Mineral Water Hospital. In the section south of the Pump Room there is an increasing concentration of national 'multiples' and variety stores such as Woolworth's, Marks and Spencer, Burton, Sainsbury. The middle section, from the Pump Room to the Hospital, has a variety of types including a departmental store (Colmers) and a large number of small shops. The northern section includes small units in New Bond Street and Green Street and the large shops of Milsom Street (such as Jolly's). The pattern of the shopping spine is thus a southern multiple and variety zone, a northern quality zone, and a mixed zone in the middle.

50 To assess the pressures for change in the shopping pattern and the problems that might arise, it is necessary to understand the factors behind the present pattern. One of the main factors in shopping location is accessibility. The mainline station, the main bus station and several car parks lie to the south of the shopping centre of Bath, and this has tended to cause the multiple shops catering for the mass

▨ Buildings with an empty floor (excluding basements)

3 Number of empty floors

▩ Uses which may be considered detrimental market to concentrate towards the south. The quality shops to the north depend less on sheer volume of trade. Suitability of buildings is another factor. The architectural inviolability of the buildings in the northern part of the shopping area has caused the multiple traders to search for sites where purpose-built shops could be erected, that is to say towards the south. Rents are a third factor. When large parts of Milsom Street were bought by the Corporation's Corporate Property Committee they were leased at very low rents which are still in operation. These low rents have helped to retain some shops in Milsom Street which might otherwise have been forced to relocate or go out of business. It is noticeable also that some of these shops have non-shopping side-lines, and that there has been a growth in office space at ground floor level.

61 The future shopping pattern seems unlikely to change drastically. In the *Bath Planning Study* which we prepared for the Corporation we proposed a major new car park in the Walcot Street Comprehensive Redevelopment Area, the effect of which would be to improve the viability of the shops in the northern part of the shopping centre, especially in Milsom Street. But the present clustering of multiples in and around Southgate Street can be expected to continue, especially since parts of that street are still available for redevelopment. It is possible that multiple shops not at present represented in Bath, could decide to move in (e.g. Littlewoods, British Home Stores, and Tesco), and it is also possible that multiples already established in several branches could decide to consolidate in new premises (Boots for example might decide to vacate their premises in Milsom Street). Such moves could well aggravate the problems within the study area, *not* in the sense of creating a pressure for redevelopment of architecturally valuable buildings (with the exception of Marks and Spencer's possible expansion into Abbey Green) but in the sense of withdrawing trade still further leading to more slackening of demand for premises, with further deterioration.

III: Civic and public buildings

62 *Churches:* These, including the Abbey, are in reasonably good condition except for the Spiritualist church in Old Orchard Street. The expense of maintenance may be a factor making for change in the long run, but there are no signs as yet that this is happening. It is unthinkable in the case of the Abbey, even in the light of the serious problems which have recently been brought to light at York Minster.

63 *Schools.* The only school is the old technical college in Beau Street. This is an architecturally important building listed Grade II. It is in good condition but unsuitable for its present use. Eventually the college will be removed to the new buildings in Avon Street, and the present building will become redundant. It will then be a matter of finding a suitable use for it.

64 *Local Government:* The centre of Local Government is the Guildhall, but various subsidiary offices are scattered throughout the central area. The Guildhall itself is structurally sound and architecturally important, but it does not provide ideal office accommodation. The scattered offices vary in convenience and condition. If the scheme for building new central offices on the site of the Market (and possibly also on the site of the Empire Hotel) goes ahead, the separate offices will become redundant. Problems as to their re-use or redevelopment would then arise.

Upper floors of Treatment Centre, Bath Street
The lack of separate access to the upper floors has caused them to remain empty and become derelict. This is an important building
(paragraph 66)

65 *Central Government* The Empire Hotel, at present occupied by the Ministry of Defence, seems to us to be an economic liability from the point of view of maintenance and running. Its demolition would not present a conservation problem except in the sense that the redevelopment of such a large and important site would need brilliant handling. GPO buildings are generally in good condition and likely to remain.

66 *Hospitals, Spa Buildings:* The Royal Mineral Water Hospital has been rebuilt and is a fixture. The Old Royal Private Baths has been reconditioned, but unfortunately the lack of separate access to the upper two floors has resulted in their remaining unoccupied. These floors are now empty and deteriorating, which presents a serious problem in a most important building. The Pump Rooms are in good condition internally and function well except for the service accommodation in the south west corner. This part is less important architecturally than the main building, and the proposal to rebuild it with a shopping frontage would improve the continuity of the shopping street. This rebuilding would need to be handled with great skill, and the colonnade which forms part of the Pump Room composition must be kept.

67 *Entertainment Buildings:* The Theatre Royal is in good condition and adequate for modern productions, although small. Its future depends, of course, on the maintenance of a demand in Bath for the live theatre. The Palace Ballroom and the two cinemas have a somewhat uncertain future having regard to both lack of demand and structural condition. The Labour Club and Manvers Hall (a meeting hall) are substantial new buildings.

IV: Offices

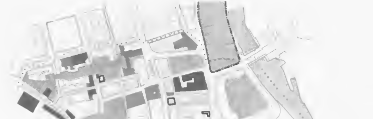
68 Within the study area offices are generally on the upper floors above shops. The buildings in the main were originally houses, and do not therefore provide any sizeable amount of accommodation at any one level. Where a house is similar in design to its neighbour a horizontal conversion can be carried out, but these cases are in a minority in the study area. In some cases the need for larger floor areas at one level, coupled with the need to provide lavatories, escape staircases, etc, has led to extension at the backs of the buildings. These are often very ugly and fill up back yards and gardens. The effects (already noted) are to reduce sunlight and outlooks, and to do away with any service access at the rear of the buildings.

69 A typical example of the problems of office use is provided by the Gas Board premises in Old Bond Street and Quiet Street. The first premises were in Old Bond Street where the unified buildings lend themselves to horizontal conversion. The Board now owns or has a lease of almost the whole block between Old Bond Street, Queen Street, Quiet Street and Trim Street. The terraces on Quiet Street and Old Bond Street form reasonably viable office space, but the individual houses on Trim Street are inconvenient and the buildings on Queen Street have inadequate floor areas. Internal communications between the various parts of the office are poor, and the assorted growths of building in the centre of the block have a very depressing effect on the general environment. In general the buildings of the study area are unsuitable for office users of this sort. They should be encouraged to relocate in properly converted Georgian terraces to the north, or, if really large, to move right out of the centre of the City. But small professional or other offices should be encouraged to remain and to locate themselves within the study area.

V: Miscellaneous buildings

70 There are only a few *industrial buildings* in the study area. The printing works in Westgate Street and the City Laundry in Swallow Street have been the subject of some investment and can be considered fixed. The cardboard box factory and warehouse in Harrington Place and the small printing works in North Parade Buildings have been in their present locations for many years, the values are low, and there is at present no inducement for them to move. Nevertheless they might move to more suitable buildings if such were available. In the case of the Harrington Place factory, the redevelopment of the semi-derelict buildings would not raise a problem, but No. 6 North Parade Buildings (occupied by the printing works) is important, inside and outside. It is in bad structural condition which is being worsened by its present use. A few buildings are used as *warehouses*, they are mostly unsuitable for this purpose and are in bad condition and their demolition would not matter from the point of view of conservation. The only case which would present a problem in the sense of an important building being left without a use would be in respect of No. 19 Orchard Street.

71 Finally, looking at the whole study area, Figure 20 shows substantial new or re-constructed buildings, and other buildings which have been the subject of substantial investment in respect of internal conversions. Figure 20 also shows present planning applications and projects under discussion where action may be expected within the next few years.



Conclusion

72 From this survey of the physical state of the area, the way it is used, and the pressures for change, three main points emerge:

i Many of the most important buildings in the area are in poor condition and a good deal of the space they contain is lying vacant. The values are low and there has been little economic pressure for the accommodation to be put to use. In any case the buildings are unsuited for contemporary use on account of poor internal arrangements or bad external environment, or both.

ii There is no particular pressure for redevelopment within the area which would actually affect buildings of architectural and historic value; but changes and development *outside* the area could tend to siphon off still further the demand for the use of the important buildings and thus lead to further vacancy and decay.

iii The adverse environmental effects of motor traffic can be seen throughout the area and may be regarded as contributing to the problems of vacancy and decay.

20 Recent and expected changes

■	Substantial new buildings
▥	Recent substantial investment
□	Planning application made
▨	Project under discussion
⬚	C D A boundary

3 Basis for conservation policy

Introduction

73 When we had studied the architectural and historical importance of the area and answered the question 'What must be kept and why?' and after we had examined the area in use and identified its main problems, we were in a position to outline a basis for conservation policy. This is best described under five headings as follows:

i The alternatives of preservation, conservation or radical change.

ii Land and building use and economics.

iii Traffic.

iv Architectural design and control.

v Administration and control.

The alternatives — preservation, conservation or radical change.

74 In Chapter 1 we defined areas with different degrees of architectural and historic importance. These were shown in Figure 8. The policy for *areas with a majority of buildings and spaces of the highest importance* is perhaps easiest to settle. It must be preservation, and preservation of almost all the buildings and physical features. Where there are functional problems these must be solved if possible without radical alteration to the scene. If this is not possible because of the severity of the problems then the less important buildings should be demolished and rebuilt in close sympathy with the surroundings. The detailed application of this general principle to one area of the highest importance, Abbey Green and its surroundings, is described in Chapter 4.

75 *Areas which are not of the highest importance but which have character and some important buildings:* areas in this group were identified as The Corridor area, Green Street, Trim Street with Queen Street, and Kingsmead Square. We consider that the general policy for these areas should be to preserve the more important individual buildings and to conserve the general character, both for its own sake and as a setting to the areas of the highest importance.

76 Large scale renewal cannot be ruled out in these areas although for the immediate future there seems little economic demand for it. If the pressure for large scale rebuilding does arise in the future, then each case will have to be considered on its merits; the criteria should be the skill of the designer in preserving and enhancing the existing scale and character of buildings and spaces.

77 These areas suffer from many of the problems which were isolated earlier, leading to decline and decay. Certain positive steps must be initiated and encouraged soon to halt the processes of decay these steps seem certain to involve public action to remove visual blight and damaging environmental effects, and to improve accessibility. Private investment in maintenance and gradual renewal will be encouraged by such public actions.

78 The detailed application of these general principles to an area of secondary importance, The Corridor area, is shown in Chapter 4.

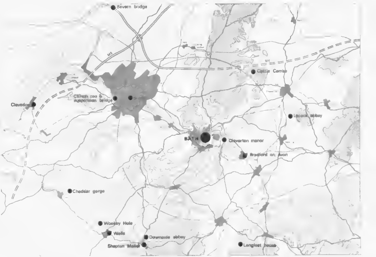
79 *Areas of little architectural or historical importance:* the policy for these areas must be the acceptance of change. Where the problems and pressures are not severe the existing pattern of development (i.e. scale of buildings and street layouts) may be gradually renewed. In the areas with severe problems and pressures for change the pattern may be radically changed. The constraints on land use, architectural design and access which should be imposed in these areas of little importance – in order to protect the areas of primary and secondary importance – are discussed later in this Chapter.

Land and building use and economics

80 We were able to work within the context of the *Bath Planning Study* which has now been accepted by the City Council as the basis for its forward planning. We accepted the land uses and the floor space and employment projections of this first study as a basis for the traffic and environmental management scheme described in Chapter 5. If we now have any qualification to offer of the *Bath Planning Study* it is to suggest that within a conservation area, if uses are to be found for historic buildings, there needs to be a flexible interpretation of land use zoning. Within reason, it is not so much the actual use to which a building is put that matters as the skill with which the adaptation is carried out and the discretion with which the use is carried on.

81 *Tourism:* During our study of the existing uses of buildings and the pressures for change, we found one unanimous view held by many different people about Bath's economic future. This is that Bath is in an extremely good position to be developed as a cultural and tourist centre. Some of the detailed facts to support this view are contained in Appendix A. The main reasons are: (i) The presence of so much of the national architectural and historic heritage which attracts tourists, (ii) The presence of established cultural institutions and events, such as the University and Festival, which can be developed, (iii) Bath's location in the centre of a ring of tourist attractions, (iv) Bath's future ease of access from the south east, the Midlands and S. Wales when M4 and M5 are complete as shown in Figure 21, and (v) Bath's location next to 'Severnside' which shows every sign of commercial and industrial boom. It must be said, however, that it is extremely difficult to derive from these general factors any hard and fast figures of funds which may accrue from tourism or which might be used for conservation. This is true even in Bath itself where two surveys related to tourism have been carried out since 1961 and two more are being done at the moment. Such facts and opinion as are available lead us to think that the benefits to Bath which would derive from the tourist trade as a result of a vigorous conservation policy for the city have not yet been fully appreciated.

82 *Shopping:* The present shopping locations and the pressures for change in the centre of the City were discussed in Chapter 2. The main pressure for large scale change is likely to come from chain and multiple stores who do not as yet have premises in Bath. These will wish to locate near the present centre of gravity of the multiple stores, and they will tend to draw trade from stores in Milsom Street or in the study area. Already in Milsom Street there is a tendency for office uses to take over shopping space, and in The Corridor area for space to become empty. We do not think it would be practicable to discourage such redevelopment for shopping outside the study area, especially in Southgate Street and in redevelopment areas such as Walcot Street. Large scale change is inevitable here, and



21 Bath as a tourist centre
Bath is located in the centre of a ring of tourist attractions and will have good motorway access to the London, Midlands and North-West conurbations

can be accommodated without damaging the setting of the historic centre. But large scale redevelopment should not be allowed in the preservation areas such as Abbey Green: this means that Marks & Spencer's intention to extend into this architecturally important area should preferably not be allowed.

83 In the areas of secondary conservation value, such as that between High Street, Union Street and up to Green Street, we consider that the existing buildings should be used and maintained wherever possible. This will mean the encouragement of small speciality shops of the sort which have flourished in Northumberland Place but which have so far failed to take root, for example, in The Corridor. There is at present no compelling economic demand for further shopping in this particular area. But if it were to arise, the new shopping frontages should be designed to attract pedestrians through the area rather than outside it.

84 *Residential uses:* In 1961, at the time of the City Land Use Survey, approximately one third of all the space in the City's central area was in residential use including hotels. This represented a continuous decline since before the last war. The number of people living in the study area has continued to decline as premises have been closed or taken over for other uses, or have simply become empty through lack of demand. At a rough estimate we think that 350 flats could be made out of empty upper floors assuming each empty floor could provide one flat. Somehow the vicious circle of bad layout, poor environment and unsuitable internal arrangements leading to lack of demand and decay must be broken if people are to continue living in the study area. We see no reason, incidentally, to change our ideas about the desirability of residential uses in the centre which were expressed in the

Bath Planning Study (para. 132). But, even assuming vigorous action by the City Council to improve environment and accommodation, we recognise that many buildings cannot be changed sufficiently (except at grave risk to their character) to be attractive to families with children or to those who depend on having a car at the front door.

85 The use of historic buildings in Bath for *student* housing has a number of advantages. Among them are:

i Students may well be content with and enjoy a different provision of private open space and internal accommodation from a standard housing layout.

ii The normal arrangement of the academic year, which leaves housing empty during the height of the tourist season, may allow a double use of the accommodation for tourists during the summer season, provided it is in the right locality.

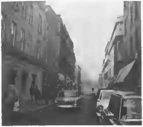
iii In a harsh economic situation, new universities which plan to provide housing for most of their students are already having to look for the money in directions other than the conventional non-recurrent grant from the University Grants Committee. Bath University originally planned to have a maximum of 550 of its students living in the centre of Bath. But if it can be shown to be cheaper or easier to obtain the money to house larger numbers in existing buildings, this could have the double advantage of providing a suitable use for the buildings as well as helping the University to meet its programme.

86 We illustrate two typical schemes for converting existing buildings into student housing in Chapter 4.

87 *Hotels* in the study area are in a concentrated group around the Parades with the exception of the Christopher Hotel and the Francis Hotel. Larger scale Georgian terraces as in the Parades or Queen Square are very suitable for conversion to hotel use, and location next to the riverside or to an open space is an advantage. All the survey information to which we have had access suggests that if Bath is to flourish as a centre for tourists, there is a need for more hotel space with much higher standards of accommodation. In part, this could well take the form of a new hotel with conference facilities and about 150 beds of 3 or 4 star standard. Ideally, the location should be close to the historic centre, and should take advantage of the riverside and landscape beauty of Bath. There is probably no site in the study area itself suitable for a hotel of this size. It is possible that one of the existing hotels or a group of hotels could be expanded into such a unit, but our preference is for the scheme which we have already outlined in the *Bath Planning Study* for a major hotel in the Walcot Street redevelopment area. Unless some such project is developed Bath and its buildings stand to lose the economic advantages from tourism that they are in such a good position to gain.

Traffic

88 The anti-environmental effects of traffic – accidents and danger, noise, fumes, vibration and visual blight – have already been identified as a major problem within the study area. There is little prospect of these effects being rectified in any short space of time. They are part of the whole traffic problem of Bath. This greater problem was comprehensively studied in the *Bath Planning Study*. In that Study a series of staged capital works were suggested which would, over a period, enable Bath to reap the advantages of a considerable measure of use of the motor vehicle whilst at the same time securing a very substantial improvement in environmental conditions, including those



Westgate Street looking west
The crude set-back to Arlington House on the left damages the continuity of the street (paragraph 90)

in the study area. But it was recognised that, with so many of the City's buildings being inviolable, it would be necessary to accept some lower level of 'motorisation' than could be achieved in a city where much greater physical changes could be accepted. It was also pointed out that the capital works (which included a tunnel under the city centre, and the Cut Route already mentioned in this report) would take a long time to implement, and that meantime some scheme of management of traffic would have to be introduced to keep matters under control. The purpose of such a management scheme would be to improve circulation within the existing street system, but at the same time (and possibly at the expense of the less important sectors of traffic) begin to upgrade the environmental conditions, especially in respect of safeguarding the movement of pedestrians.

89 Within the context of the main planning and transport study, we have developed a management scheme in some depth for the study area. This is described and illustrated in detail in Chapter 5.

90 Mention should be made of the question of building and road widening lines. It appears to have been the general practice in Bath for many years to assume that when buildings are developed, there should be some attempt to widen the street, or to improve visibility at corners by means of set-backs and splays. Details have usually been settled by discussion, but in some streets building and widening lines have been defined as far back as 1926. The reason for this practice is easy to understand. It has been based on the assumption that streets are for carrying traffic and that wider streets are needed to deal with increasing traffic volumes. But the practice has resulted in some very damaging effects on the design of streets – for example the splays and setback of Arlington House and the Harvey block.

91 The *Bath Planning Study* introduced a concept for streets in historic areas whereby any street as it stands has an 'environmental capacity' for traffic which must not be exceeded if the essential environmental qualities are to be conserved. As far as the 'heritage' streets in Bath are concerned, it was assumed in the *Bath Planning Study* that these streets could not be widened or 'improved' on account of their intrinsic value, so the whole emphasis of the plan lay in reducing or removing the traffic from these streets. Therefore, on the basis of the *Bath Planning Study*, no further set-backs or splays should be required except in very special cases. If, for example, the plan goes ahead to re-build the Plummer Roddis block between New Bond Street and Upper Borough Walls, then we do not think a set-back to Northgate Street is required, nor a crude splay to New Bond Street. If in certain cases an improvement in sight lines is felt to be necessary at intersections, then consideration should be given to arcading which is helpful in maintaining the continuity of the street.

Architectural design and control

92 It is a much debated question whether or not local planning authorities should continue to have the power to control aesthetic aspects of development. Some people point out that it is impossible to separate aesthetic questions from matters of height and bulk (which planning authorities clearly must control), and that in commonsense a local community should have the right to reject a design if they find it offensive. Other people maintain that aesthetic control as exercised by local authorities has been a complete failure, that it has done little to improve the mass of undistinguished designs and has often reduced good designs to a lower level. Without getting too much involved in this controversy, we think that control is necessary in a historic city such as Bath. To lift all controls would be to run a grave

risk. The visual impact and value of Bath lies to an unusual extent in its homogeneity of scale, materials, and architectural style. In our view there is less likelihood of the 'happy accident' of design in Bath than in a setting which relies for its value on a juxtaposition of contrasting scales, materials and sizes.

The Empire Hotel
(paragraph 95)

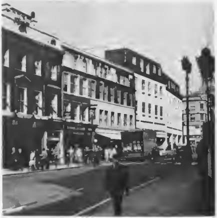
93 Aesthetic control has in fact been exercised by the council in Bath since before the war under the Bath Corporation Act of 1937, and since 1947 under the Town and Country Planning Acts. The control as exercised has had some success but mainly in a negative sense. It has for example reduced the discordant effect of the poorer designs by an insistence on the use of Bath stone facings for buildings.

94 Future policy for aesthetic control can be considered under several headings:

i Height, scale and size.
ii Colour, Bath stone and paint.
iii Architectural style.
iv Shop fronts and trim.

95 *Height, scale and size:* An attempt to restrict the height of new buildings to that of their neighbours has already been made by the Corporation throughout the study area. This has been successful in a negative sense in that it has prevented the construction of further obviously damaging buildings such as the Empire Hotel. We think height control should be continued. Attempts to keep new buildings in scale with their surroundings have been less successful. The common unit of scale in the study area is the single Georgian house – three windows wide and three floors high with a mansard roof behind a parapet. In some cases, such as Bath Street, house units were combined into a larger palatial composition, but these are not typical. Generally, in the study area, we recommend that new buildings, however large, should be built up from units about the size of the typical Georgian house. To illustrate this, we consider that the 'Harvey' block is much more sympathetic to its surroundings in scale and modelling than the monolithic, unmodelled Marks and Spencer/ Woolworth building.

The 'Harvey' Block
Here a large new building has been built up from smaller units which are in scale with the surroundings
(paragraph 95)



22 Unified facades where replica rebuilding of a part is justified
Comparatively few buildings in the study area are grouped behind unified facades. The drawing shows those important examples where any rebuilding should be done as a faithful copy of the original design

96 *Colour, Bath stone and paint.* We believe that uniformity of colour as seen in any street is a vital part of Bath's character, and needs to be continued. The long view into Bath, from say Beechen cliff, or outwards from the centre, would be damaged by more varied colours. We are not so certain about the need to use Bath stone in all cases. At present, in an area such as Abbey Green, where no two buildings are alike, the total value is an amalgam of subtle contrasts within the general uniformity of colour, size, scale and proportions of windows and doors. About half the total wall surface visible from the centre of Abbey Green is painted and we would not wish to change this. In many cases walls have been painted to prevent the penetration of rain, although this can make the problem of rising damp more difficult to deal with. Walls in Bath stone six inches thick must either keep their paint or have a new waterproof membrane built inside them. We suggest a series of experiments should be carried out by the City Council to test materials, such as bush hammered concrete, self coloured renderings and painted renderings. These experimental panels, or experimental buildings, would need to be tested over a period of years for colour fastness and durability. The final result could be an approved list of materials which would be allowed in certain clearly defined contexts, such as Abbey Green or for new buildings. There would continue to be a need for the use of Bath stone, preferably natural, in repair work and in areas of unified design such as the Parades or Bath Street.

97 *Architectural style:* The question of what 'style' a new building or a rebuilding should adopt has caused endless argument in Bath. We believe this question is easier to answer negatively than positively. The occasions when buildings should be designed in true Georgian style, i.e. with Georgian mouldings, glazing and decoration should be limited in our view to the rebuilding of part of an existing design. In this case the existing building should be faithfully copied. These unified designs are shown in Figure 22. In all other cases we believe that an honest attempt to build in a present-day idiom should be made with a straightforward expression of function, structure and materials as well as a sympathetic relationship to the existing surroundings.

98 A general statement of this sort leaves open the question of the detailed design 'language' to be used. This is essentially a matter of personal choice, but our personal predilection is for the general use in central Bath of a 'hole-in-wall' aesthetic language which seems to

The 'Harvey' block

us to offer the best chance of avoiding disturbing discrepancies of scale and appearance. By 'hole-in-well' we mean that a building should be seen to present a solid outside wall which is punctured with holes to form doors and windows. This is the traditional aesthetic language of Bath, it lends itself to interpretation in contemporary materials, and it is in contrast to the 'curtain well' language whereby the outside of a building may (at the extreme) appear to be a single sheet of glass. We are not, of course, decrying 'curtain well' techniques, we merely say that in Bath the 'hole-in-well' language seems generally more appropriate.

99 In practice, of course, every case needs to be considered on its merits and in its individual context. This is the area where the design training and skill of the architects come into play. If every new building in and around the study area were to be designed by a fine architect for an enlightened client then there would be no need for aesthetic control at all. But architects and clients, like other people, vary in their skill and sensitivity; and some buildings will be designed without an architect, since there is no compulsion to use one. To meet the problem in a positive way we suggest that there is a need to put together an architectural 'pattern book' which might be called 'Building in Bath'. This would contain diagrams and drawings of design elements such as ground floor treatments, shopfronts and windows, and photographs of old and new buildings in Bath and elsewhere which fit well into their surroundings. A book of this kind would not be used to stultify original thought and sensitive design, it would be much more in the nature of an exemplar.

Milsom Street shop front
(paragraph 100)

100 *Shopfronts and street trim.* Crude shopfronts have reduced the quality of individual buildings and indeed of whole streets throughout the study area. Skilled designers are rarely involved, it seems in this type of work, and yet shopfronts are among the most inescapable elements of the urban scene. An improvement scheme (perhaps on the lines initiated in several towns by the Civic Trust) should be worked out for the streets of the shopping centre, dealing with shopfronts, advertising and street furniture. Such a scheme might be jointly sponsored by the City Corporation, the Chamber of Commerce and the Bath Preservation Trust. As well as an immediate programme for improving the existing shopping streets, there is need for higher standards in new shop designs, and here the suggested pattern book could be useful. The use of arcades, which has been encouraged by the City recently, seems to be a most valuable move. Arcades can reconcile the use of large areas of glass in shop windows with the need to express support and to preserve the scale of the stone facades above. Where arcades are not convenient, something can be learned from such dignified designs as the shops on the north side of Wood Street.

Legal aspects

101 No matter how sound a conservation policy may be in its objectives, it cannot succeed unless the measures proposed are within the law, and are financially and administratively practicable.

Wood Street. Shop fronts on north side
This dignified design preserves the scale of the stone facades above
(paragraph 100)

102 As far as the law is concerned, our impression after listing all the relevant enactments we could discover including the new Civic Amenities Act, is that local planning authorities now possess very wide legal powers indeed, certainly wide enough to deal with any of the propositions put forward in this report. Planning authorities now have a statutory duty to define conservation areas and within such areas to pay regard to the relevant provisions of the planning acts. They now have the power to acquire buildings compulsorily from owners who cannot or will not maintain them and to sell them to persons who will. They may carry out repairs to unoccupied listed buildings in cases where the owners refuse to do so and they may seek to recover the costs. Persons who ignore building preservation orders are now open to very much stiffer penalties. Even so there are some uncertainties regarding the operation of the Act which will only be elucidated by practical experience.

103 There are, however, certain areas of actual or potential conflict between conservation policies, and certain particular enactments which deserve mention. Under the Housing Act of 1957, for example, the local housing authority is obliged to enforce certain basic standards for housing concerned with stability, damp, drainage, cooking facilities, etc. If the property can be made fit at 'reasonable cost' the owner must do the work or at least pay for it. If not, the Local Authority can (a) pay the owner for the repairs or buy the property in order to repair it, or (b) the Local Authority can *close* the property to residential use, or even demolish it if it is not Grade I or Grade II.

104 In practice in Bath, the following study area properties have been closed in whole or in part: Abbey Green, Nos, 1, 2, 2a; North Parade Passage, Nos. 3, 5; Lower Church Street, Nos. 2, 3; Duke Street, No. 7; Pierrepont Place, No. 4, Pierrepont Street, Nos. 8, 10, 12, York Street, No. 16; Barton Street, No. 12a. Some of these cases only represent closures of basements, and many more basements have been voluntarily closed by the owners. The Public Health Department has other properties programmed for closure, including parts of Monmouth Street, Princes Street, Abbey Green, and Orchard Street. All these closures spring from a legal responsibility to act, and

from a humane desire, pending the provision of alternative homes, to help individuals or families who are living in shocking conditions.

105 In no case as far as we know has the Corporation bought an unfit dwelling in the study area in order to repair it for occupation or re-occupation. In some cases an alternative use has been found for a building (e.g. Nos. 3 and 5, North Parade Passage) which is helping to maintain and prolong its life. In other cases the emphasis is on closure with a view to eventual demolition. These decisions are being taken without the background of an accepted policy for conservation.

106 Again our survey of the housing in the area showed that many, probably most, of the homes were subject to rent control of one form or other under the Rent Acts of 1957 and 1965. There is the usual vicious circle of low rents, substandard accommodation, old or poor tenants, and lack of maintenance leading to decay. There is a great deal of empty space which could provide badly needed homes, and on the other hand there are many pathetic old people clinging to sub-standard controlled tenancies because they are used to them or cannot afford better. Housing in the study area is both a conservation problem and a social problem, and a solution for one must take account of the other.

107 Difficulties can also arise in connection with building regulations which are irreconcilable with conservation aims. Under the Public Health Act of 1961, national building regulations came into force on 1 February 1966. These lay down national standards covering materials, stability, fire resistance, insulation (heat and sound), staircase design, open space and ventilation, drainage, etc They introduce a certain amount of much-needed consistency into building law.

108 All waivers regarding stability and fire resistance have to be passed by the central Building Regulations Division of the Ministry of Housing and Local Government in London. This process can take from three to six months, which in itself can cause serious problems. In a typical Bath house comprising basement, ground, first, second, and attic floors, fire resistance standards are among the most difficult to achieve. A period of one hour's fire resistance is required between different use compartments, e.g. between shop and flat, or shop and office. But timber joists, boarding and plaster do not yield one hour's resistance, and such a period is difficult to achieve without in many cases destroying the plaster work of excellent Georgian ceilings. We understand that the City Building Inspectors and the local Fire Prevention Officer recently carried out tests on Georgian plasterwork, and it may be that the Building Research Station or other central research bodies should become involved.

109 Escape problems can be overcome in many cases. It is the second floor that presents the most difficult problem. Basements can give escape to areas, ground floors to street, first floors to street via windows, and attics can give escape over adjoining roofs.

110 Other problems of compliance with the building regulations are caused by the extreme thinness of late eighteenth century walls, and by the close spacing of the buildings in the study area. These problems of structure and layout are severe, but they are probably not as widespread in Bath as in a completely mediaeval centre such as York. Even so, any attempt to enforce on every occasion the strict requirements of the building regulations would destroy the character of the area. A very recent example of this concerns the conversion of a shop in The Corridor where ground floor windows have had to be blocked up, with great consequent loss of liveliness.

The Corridor
Windows have recently been blocked up to comply with the Building Regulations. The rigid application of the Regulations could destroy the character of large parts of Bath
(paragraph 110)

111 In an area of recognised historical importance which has a very large number of similar buildings, we suggest that there should be a number of standard solutions worked out concerning all the problems of compliance with the building regulations. This would need the collaboration of the Ministry and probably the Building Research Station. When these standard solutions had been agreed then the local authority should be able to issue waivers in cases where they do not already have this power.

Financial questions

112 Our impression is that, given ingenuity, persuasion, and a general cleaning up and physical rehabilitation of the area, it would be possible to find useful functions for most of the buildings. The area could be conserved and it could be made to 'come alive'. But the question remains as to how the operation is to be financed. We see absolutely no reason to suppose that the area will rehabilitate itself if left to its own devices under normal operation of the property market. Everything points to the need for some public subvention to get the process of rehabilitation substantially started. For this reason we have been interested to study the manner in which the Circus – lying outside the study area but forming one of the nation's outstanding architectural treasures – has been restored *as to its façade* by the joint action of the City Council and the Historic Buildings Council. The outstanding points are described below.

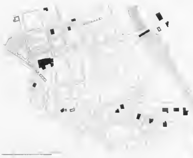
113 In March 1955 the Historic Buildings Council as advised by its local committee decided to give grants for restoring the façades of all buildings in the Circus, subject to conditions regarding specifications. It was agreed that the Historic Buildings Council would contribute 50 per cent of the cost up to a total of £10,000 per annum. Bath Corporation would contribute 25 per cent up to £5,000 per annum, and the owners would have to find the other 25 per cent. The Corporation showed the way by buying and restoring one house. Since then the scheme has had considerable success. Up to January 1967, 23 houses had been restored or were in hand. Seven houses have not

been started. The scheme is voluntary as far as owners are concerned, and their share of the cost can amount to about £1,500 for a single house. The emphasis of the local committee has now shifted to the Pulteney Estate and it is hoped to have a similar impact on this area in the course of time.

114 The intention of the local committee in 1955 was to concentrate on the restoration of *areas* rather than single buildings, so that results could be clearly seen. Certain other grants have been made, however, for separate buildings. Total grant expenditure (i.e. from central and local authority sources together) has been approximately £75,000 up to December 1966, of which approximately £60,000 has been for the Circus. It would appear, however, that a total of £180,000 grant aid has in fact been available for use in Bath since 1954, at an annual rate of £15,000. Thus, for a variety of reasons including lack of publicity and shortage of staff, some £105,000 which could have been used has not in fact been spent. On the face of it, it appears that conservation work to date in Bath has been hampered more by administrative difficulties than by sheer shortage of funds, at any rate as far as the outward appearance of buildings is concerned. There are minor discrepancies in the figures between Bath Corporation records and those of the Historic Buildings Council, but the figures given above are approximately correct.

115 During the same period, 1955 to 1966, 62 applications for grant were considered for other buildings not in the Circus. Those in the study area are shown in Figure 23. Of these, 47 were rejected and 15 were approved. Some were rejected because the work was not satisfactorily specified; some others, in areas such as Queen Square, were rejected because it was considered that the area should be treated as a whole. At December 1966, eight applications had been awaiting consideration, for up to a year. Without wishing to appear critical, it seems to us that the procedure could be considerably streamlined, and that it should take more account of urgent calls where work has to be started quickly.

23 Historic Buildings Council grants
Between 1955 and 1966 the intention was to concentrate effort on restoring the facades of the Circus, although not all the grant available was spent



■ Grant offered

☐ Application being considered (at December 1966)

▨ Grant refused

116 It should be clearly understood that in Bath the grants from the Historic Buildings Council have been confined to dealing with front exterior façades. Occasionally the work may be extended to include dormer windows, but not roofs or rear elevations, and certainly not interiors. The grants therefore touch only a small part of the financial problems of conservation, they do nothing (as applied in Bath) to assist the renovation of interiors or the adaptation or conversion of buildings to other uses. But there are certain other sources of funds as described below which may be invoked for special purposes.

117 The Housing Act of 1957 empowers local authorities to make grants for the improvement of old houses (by the insertion of damp proof courses, improvement of water supply, plumbing, heating systems, etc.) and for sub-division into smaller houses or flats. The grants can be up to 50 per cent of the cost of the work, with a maximum of £400 per dwelling. These grants are not available for repairs or maintenance.

118 Housing associations, which could well play a role in conservation, can borrow money advantageously under the Housing Act of 1958. University lodgings can be the subject of non-recurrent capital grant from the University Grants Committee – an example is worked out in the detailed study of Abbey Green in Chapter 4. The provision of hostels for overseas students can be assisted by British Council grants – up to 75 per cent of capital cost or £750 per student. The variety of sources of finance which can be found for housing students is shown in Appendix B.

119 In addition to these statutory or semi-statutory sources of funds, there are a number of private trusts which, at their own discretion, may make grants for the preservation of buildings.

120 A few obvious questions about grants are: 'Does Bath get a fair share?'; 'What is Bath's need for grants?'; 'What are Bath's own resources for conservation?' These are all very difficult to answer but there are some interesting figures available which may give an indication. The table shows, for a number of historic towns, the numbers of grade I, II and III listed buildings, and the population and rateable value in proportion to the number of listed buildings.

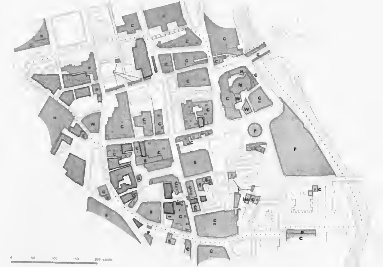
Town	No. of Listed Bdgs		Population	Rateable Value £'000	Pop'n per listed bldg.	Rateable Value per listed bldg. £
	Grade I and II	Grade III				
Edinburgh	2,998	473	468,000	12,379	135	3,560
Bath	1,786	1,032	80,000	3,185	28	1,130
Oxford	680	310	105,000	6,560	108	6,763
York	632	288	104,000	3,614	113	4,000
Newcastle	470	600	269,000	12,185	251	11,390
Warwick	385	216	18,000	854	27	1,421
Salisbury	356	298	35,000	1,894	53	2,600
Ludlow	301	168	7,000	217	15	463
Wells	280	108	7,000	287	18	740
Bradford-on-Avon	277	158	6,000	190	14	437
Cambridge	259	423	95,000	8,375	140	9,350

(Note: Owing to the different methods of listing groups of buildings it is impossible to make a direct comparison between Bath and Oxford or Cambridge, in this table.)

121 The only lessons which stand out clearly from this table are the sheer quantity of listed buildings in Bath, and the relatively low ratio of population and rateable value per building which is perhaps an indication of a relative shortage of resources for conservation. Our general impression is that although there are a variety of sources of money available to a keen and energetic local authority which knows what it wants to do, nevertheless, in the case of Bath, the conservation of the whole heritage is too big a financial problem for the City to tackle alone, even allowing for tourist revenues. Some actual figures of cost are given in the detailed studies described in Chapter 4. Moreover, there appears to be one serious gap in the grant system in the sense that no aid can be obtained to assist, say, the conversion of houses to offices.

Administrative questions

122 *Ownership and administration of land:* Figure 24 shows the two major land owners in the study area to be Bath Corporation and Bath Municipal Charities. The Corporation owns roughly half the land in the area. Large areas of semi-derelict land and property outside the area to the south and west are also owned by the Corporation. The Charities own substantial amounts, mostly on the west side of the area. Other multiple owners are the Royal Mineral Water Hospital (part of the National Hospital for Rheumatic Diseases), Marks & Spencer Ltd, who have bought properties in Abbey Green to protect their plans for expansion, and certain family trusts. None of these, however, compare in importance with the two major owners. The size of the Corporation's ownership could be a great advantage in implementing agreed policies for land use, transport and conservation.



123 The administration of this Corporation owned land is split. The Corporate Property Committee administers the Corporation's offices and all land on lease to private individuals or companies. Other committees such as Education, Parks, Housing, etc. generally administer the land occupied for their respective purposes. It seems to us that the administration of the Corporate Property Committees holdings has in the past been on an ad hoc basis which may not always have been to the commercial advantage of the City, and may not always have fitted in with desirable longer term planning policies. There may be a case for bringing the management of all the Corporation's land holdings, as opposed to the day to day management of various departmental buildings, under one strengthened control. Figure 24 also shows the remaining lengths of leases held by individuals or companies on Corporation owned land. An example of a potential conflict with planning policy occurs in New Bond Street. The buildings here are in bad structural condition and have inconvenient internal arrangements. Even though the ground floors have been spoiled by inappropriate shopfronts, they form a unified street design which is listed grade II. We consider that the facades should be kept, or rebuilt if possible. Whatever action is taken it should be taken for the street as a whole at one time. But the leases run out at varying dates ranging from one to fifteen years, which will make any concerted action unnecessarily difficult.

124 *The appropriate authority for conservation:* It is a fair question to ask whether the conservation of buildings of national importance on the scale that exists in Bath, is properly a task for the local authority. An alternative might be to set up a National Conservation Authority, separate from Government departments, which would have power to constitute local conservation agencies for the purpose of making local plans and carrying them out. This is a system which has been used with some success abroad, for example in France and Israel. We think the main, very strong objection to this system is that it tends to separate conservation from other aspects of physical planning. We have surely learned by this time that land use, transport, and the form and renewal of our built surroundings cannot be successfully planned if kept in separate compartments.

125 We do not think there can be any doubt that the best system for this country is to retain the responsibility for conservation firmly with the local authorities. But this does not preclude the possibility, indeed likelihood, of changes in local government administration as a result of the findings of the Royal Commission, which would enable larger and wealthier authorities to approach conservation in a more vigorous way. Nor does it reduce the importance of the role of central government in organising the overall policy for conservation, seeing that the whole of the national heritage is cherished and brought together, and that sufficient funds are made available.

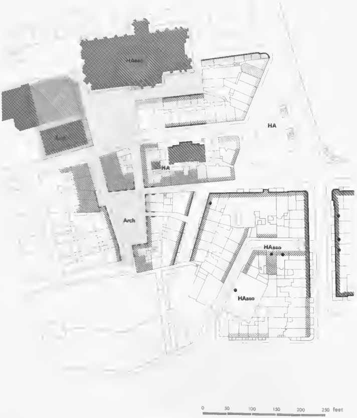
24 Land ownership
The two major landowners are the City Corporation which owns roughly half the study area and the Bath Municipal Charities. The size of these ownerships could be a great advantage in implementing agreed policies

▨	Bath Corporation
C	Corporate Property Committee
E	Education Committee
H	Housing Committee
He	Health Committee
M	Market Committee
P	Parks Committee
S	Spa Committee
W	Watch Committee
29	Length of lease outstanding
▨	Bath Municipal Charities

4 The detailed studies

Introduction

126 We were asked by the terms of reference to examine three sub-areas of the study area in detail – Abbey Green, The Corridor Area and the Cut Route. These were chosen because it was thought they would present a variety of problems for which, within the time allowed for the study, solutions could be demonstrated in detail. The choice was good – at one extreme Abbey Green is of first importance from the point of view of conservation yet it presents every sort of problem leading to obsolescence and decay, and at the other extreme the Cut Route demonstrated the major problem of reconciling conservation with the accommodation of a new road.


HAsso
HA
HA
Arch
HAsso
HAsso
0
50
100
150
200
250
feet

Abbey Green

Survey

25 Abbey Green area: architectural and historic importance
The layout shows medieval origins. The buildings are mostly of secondary importance and yet the ensemble of buildings, spaces and historical associations is of primary importance

127 The area is bounded by the Abbey to the north, Marks & Spencer's building and Henry Street to the south, Pierrepont Street to the east and Swallow Street to the west. Within this area we carried the survey of certain aspects to greater detail than was possible for the study area as a whole. These surveys, some of which are illustrated in Figures 25, 26, and 27, cover architectural and historic importance, internal problems of the buildings including condition and internal arrangements, external problems including undesirable additions, defective layout, badly designed new buildings and ground surfaces, and the ownership of buildings and lengths of leases.

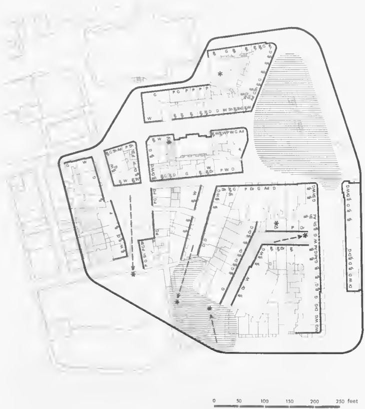
128 *Architectural and historic importance:* Within the area there are some buildings grouped together in co-ordinated designs, but the more typical parts show clearly their medieval origins with small informal spaces and individually designed buildings as shown in Figure 25. This area provides a good illustration of a whole being more valuable than its parts: the buildings for the most part are of secondary importance yet the ensemble is of primary importance for its architecture, history and general character. In this, Abbey Green is similar in a heightened degree to areas in many towns up and down the country, so the working out of a conservation policy may be of some general interest.

129 *Internal problems:* The general survey discussed in Chapter 2 showed that a large number of the buildings have interiors in bad condition or unsuitably arranged. This was amply confirmed in the more detailed inspections we made. In the work, which included the compilation of standard record sheets and sketch plans for most of the buildings, we were greatly helped by Corporation officials who knew the area intimately.

130 *External problems:* Figure 26 shows (i) problems of layout, as for example where closely spaced single storey additions have filled gardens and backyards. This problem is worst (since both front and rear outlooks are affected) where buildings also face at the front onto a narrow street such as Old Orchard Street. (ii) Superficial problems of design such as inappropriate windows or doors, ugly shop fronts and advertisements, the presence of crude rainwater or soil pipes, buildings (new or old) which are 'bad neighbours' either because they block off sun and view, as in the case of the Old Theatre Royal, or because they are ugly and out of scale. (iii) Badly designed street furniture such as signs, seats, railings, walls and spaces spoiled by poor paving or excessive car parking.

131 *Ownership and tenure:* Within the area we were able to obtain details concerning ownership and tenure of most of the buildings. These are shown in Figure 27. It will be seen that ownership is very fragmented with only a few houses in owner occupation. There are a large number of houses in multiple occupation, and within these there are many 'protected' tenancies.

▨	Class 1 and 1a
▨	Class 2 and 2a
▨	Class 3
———	Co-ordinated designs of special importance
HA	History of architecture
HAsso	Historical Associations
Arch	Archaeological importance
●	Plaques
— — —	Unco-ordinated designs of special group value


0
50
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150
200
250 feet

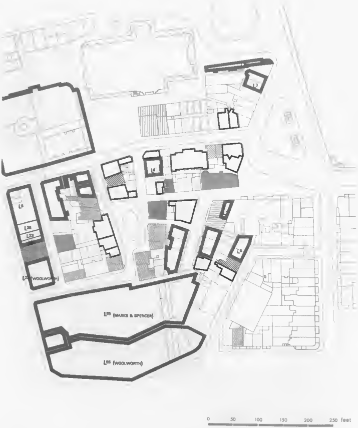
Gardens between Old Orchard Street and North Parade Buildings Top
The over-shadowing of the spaces in the centre of blocks is often made worse by high stone walls
(paragraph 130)

Old Orchard Street Bottom
These houses are architecturally and historically important Their present condition is a result of congested layout
(paragraph 130)

25 Abbey Green Area: external problems
Problems caused by layout are worst where buildings (as at Old Orchard Street) have a narrow street frontage and over-shadowed, built-up back gardens

▨	Environmental problems caused by congested layout
☰	Spaces spoiled by street furniture, paving or excessive parking
– – → ✱	Undesirable views
———	Undesirable alterations and additions to facades

Ad	Advertisements	P	Painted
D	Doors	P_p	Partly painted
Dr	Drainpipes	Sh	Shopfronts
G	Glazing	W	Windows

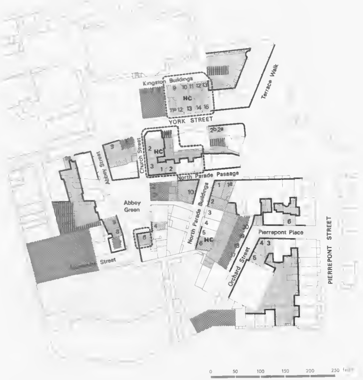

L3
L4
L8
L28
L23
L27 (WOOLWORTH)
L6
L55 (MARKS & SPENCER)
L55 (WOOLWORTH)
0
50
100
150
200
250 feet

Hotel entrance, South Parades Top
Superficial problems of design such as this might be solved by means of street improvement schemes on the lines of those sponsored by the Civic Trust
(paragraph 130)

Service yard between Woolworth's building and 3 Henry Street Bottom
We suggest a new building here to fill the gap
(paragraph 135)

27 Abbey Green area: ownership of buildings
Ownership is comparatively fragmented, with many houses in multiple occupation

▣	Land owned by Bath Corporation
☐	Single ownerships
▨	Multiple ownerships
L^{95}	Length of lease outstanding


Kingston Buildings
9
10
11
12
13
HC
11a
12
13
14
16
Terrace Walk
YORK STREET
2b
2a
Church Street
2
HC
3
1
2
Abbey Street
3
North Parade Passage
10
1
1a
Abbey Green
2
3
4
5
HC
6
North Parade Buildings
4
6
3
4
Street
6
Pierrepont Place
4
3
5
Orchard Street
PIERREPONT STREET
0
50
100
150
200
250
feet

The conservation policy applied

132 In Chapter 3 we suggested that for a 'primary' area such as this the policy must be primarily one of preservation. The application of this is shown in Figure 28. The outstanding point about this drawing is the number and variety of positive actions that must be taken even in a 'preservation area' in order to preserve and protect the heritage. Unless these steps are taken the process of slow decline which is already well advanced will continue. These positive actions may be listed as follows:

28 Abbey Green area: the policies applied (1)
Even in a 'preservation area' such as this, many positive actions are necessary to stop the slow decline of the heritage. To buy all the properties which need more than maintenance and minor improvements, as a prelude to wholesale rehabilitation, would cost about £350,000

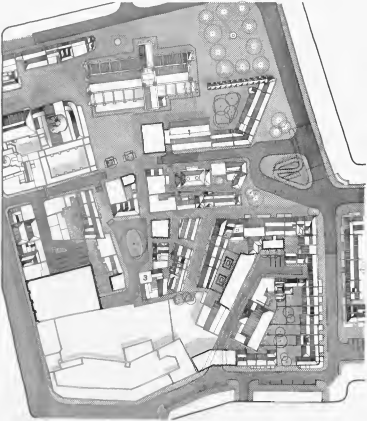
133 *Maintenance and minor improvements to facades:* Blemishes and additions to facades need to be removed throughout. This would seem to be a responsibility to be shouldered by the owners of the properties. But the process would be greatly helped if grants could be made available similar to those made for restoring the Circus, even though the individual buildings in Abbey Green are not comparable in sheer architectural merit with those in the Circus. What is required is a concerted simultaneous attack on the whole area, and it is difficult to see this coming about without the stimulation of grants.

134 *Clearing and improving backyards:* There are opportunities, some comparatively easy to take, to remove single storey sheds, to lower or remove high stone walls, and to remove makeshift extensions at the backs of buildings. Here again we consider this is essentially a matter for owners acting together in a concerted plan for the regeneration of the area, and that the process would be greatly facilitated if financial grants were available.

135 *Substantial internal improvements, rebuilding behind existing facades, and complete rebuilding:* Figure 28 shows the large number of buildings needing substantial renovation. The cases where complete rebuilding, or the building up of a vacant site is justified, are comparatively few. We suggest a new building to maintain the line of Henry Street and to screen the ugly service yard between Woolworth's building and No. 3 Henry Street. No. 2 Abbey Green is less architecturally valuable than its neighbours and is in very bad structural condition. We think it should be replaced by a new building of similar bulk. The single storey shop, No. 8 York Street could be replaced by a new building the same height as its neighbours. This would block the view of the flank wall of 4 Church Street. The future of 6, 7, 8 Kingston Buildings and Abbey Chambers has caused controversy: in our view these buildings are not of outstanding merit and we think they could be well replaced by a new building sensitively designed in contemporary idiom. The borderline between substantial internal improvements and complete rebuilding behind a facade is sometimes difficult to draw, as many an aspiring buyer of an old building has found to his cost. Cases where we consider that facades should be kept, even if interior reconstruction is necessary, are No. 7 Abbey Green and the terrace on the west side of Orchard Street. In both these cases it is regrettable that the buildings should have been allowed to reach their present condition. Incidentally, the terrace on the west side of Orchard Street is not 'listed' – it will be a matter for interpretation whether, under the Civic Amenities Act, it will be possible to compel owners to maintain unlisted buildings which are situated in conservation areas and which form an important part of the scene.

┘└	Maintenance and restoration of facades
░	Cleaning and improvement to backyards
▒	Substantial internal improvements
HC	Horizontal conversion
▣	Complete rebuilding behind facade
▓	Complete rebuilding to new design
▥	Demolition
⬚	Buildings for detailed study

136 Buildings which need substantial internal improvements form the largest class. A typical case is studied in detail later, No. 5 Abbey Green. The total amount of work required to be done under this heading is so great that it is difficult to imagine the owners undertaking it on their own. On the other hand for the Corporation to undertake the work, which might well involve the compulsory acquisition of most of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the properties as shown in Figure 28 at an estimated cost of £350,000, would seem to be beyond the Corporation's reach. The only realistic course we can see would be for the owners and the Corporation to join together with any assistance that might be obtained from other quarters such as the Historic Buildings Council or other sources of finance and expertise.

29 Abbey Green area: the policies applied (II)
A conservation plan for Abbey Green must include new paving, tree planting, an improved road system and parking layout, and some new buildings as well as the rehabilitation of existing buildings

137 We can give one example of the kind of joint action which we consider will be necessary. Messrs. Marks & Spencer Ltd. own Nos. 3, 4, 5, 6 and 7 Abbey Green, which they have bought at various times to safeguard the trading position of their store. They have a long term idea of enlarging their present building northwards to incorporate the sites of Nos. 13, 14 and 15 Stall Street, No. 3 Abbeygate Street and Nos. 5, 6 and 7 Abbey Green. A certain amount of repair work has been done on No. 3 Abbey Green but Nos. 4, 5 and 7 are in a very bad state, No. 5 being empty above ground floor and No. 7 being closed. The owners have in fact been pressing the Corporation to allow demolition of No. 7 on the grounds that it is dangerous. As we have explained we consider Nos. 5 and 7 should be kept rather than demolished, yet a detailed study of No. 5 Abbey Green shows quite clearly that when property has been allowed to deteriorate to this degree, rehabilitation for shopping or housing is uneconomic. The Corporation's opportunity surely is to join with Messrs. Marks & Spencer to find a way to permit legitimate commercial expansion and at the same time to achieve part of the conservation plan. We show in Figure 29 a suggestion for extending the store while keeping these valuable buildings. These two operations could be linked financially in the same way as the rebuilding of the east side of Beaufort Square was financially linked to a larger development. This latter example of positive action, which was initiated by the Bath Conservation Trust, can be regarded as a model.

138 *Publicity:* One last point about the implementation of a plan for an area such as Abbey Green concerns publicity. To quote *The Times* on the improvement grants scheme: 'All too often public officials prepare a constructive programme which gets a poor response because people are not aware of it or do not understand it'.* In Bath itself, in spite of the work that has been done in restoring the Circus, our impression is that there are many owners who have no idea that financial assistance might be available to help them maintain their buildings. Even given a plan of action for the area, and even given a more flexible grants system which can help the conversion of buildings to new uses, a really dynamic and skilful publicity campaign is needed to involve all those who can contribute to implementation in different ways. The example of Leeds City is relevant here. Leeds has had great success in working the improvement grant scheme. Whole areas have been declared 'Improvement Areas', every householder in an area has had a sympathetic approach made to him to explain the system and win his support. This of course has meant an enlarged and strengthened organisation to carry out the work. Experience in the USA of the rehabilitation of whole areas is also relevant. There is Federal aid for the preliminary steps of survey and plan-making in 'Neighbourhood Renewal Areas'. When it comes to implementation, neighbourhood offices are set up, liaison officers are given the job of keeping in touch with people in each small area, and great efforts are made to inform and enlist the help of residents.

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*September 1967.

Individual building studies

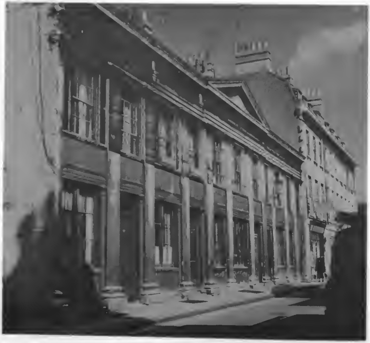
139 We selected three buildings for detailed study as illustrations of different types of conservation work. These studies were taken as far as the preparation of $\frac{1}{8}$ in. scale drawings and detailed cost estimates. The three examples are:

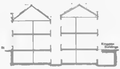
i *9-13 Kingston Building and 11-15 York Street*
A large-scale conversion of two unified terraces into a students' hostel.

ii *Ralph Allen's Court*
This is concerned with cleaning up the surroundings of a neglected building of architectural and historic importance, both for its own sake and to show how it could be turned into a tourist attraction.

iii *5 Abbey Green*
A typical single house to show the conversion into student flatlets.

Nos. 11-15 York Street
This has the usual 6 in ashlar walls. The carving is neglected and decayed
(paragraph 140)



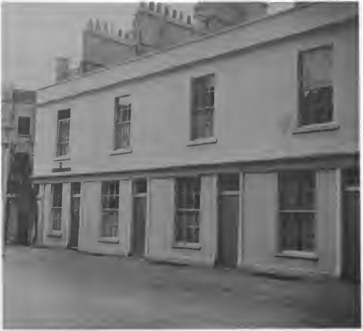


Section AA

Kingston Buildings and York Street

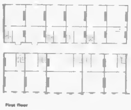
140 Figure 30 shows plans and section of these two terraces as they are at present. Structurally they are generally sound, although both have 6 in. ashlar external walls. The more elaborate carved front facade of York Street is neglected and decayed. Roofs and flashings are sound, having been renewed just after the last war. No. 9 Kingston Buildings is partly used as offices. The houses forming the rest of Kingston Buildings are now empty except for No. 13. This terrace was recently bought by the authorities of the Abbey. The York Street houses are all occupied, No. 13 being a shop. The chief problem of both groups is their bad environment – they suffer from lack of privacy, excessive traffic along York Street, and most of all from their back to back layout. The narrow gap between them only collects rubbish.

Nos. 9-13 Kingston Buildings
(paragraph 140)

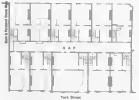


30 Nos. 9-13 Kingston Buildings and 11-15 York Street: as existing

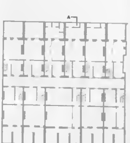
The chief problem of these buildings is their back to back layout



First floor



Ground floor

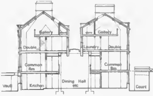


Basement

141 Figure 31 shows the combination of the two buildings into a residential hostel. The design can most easily be understood by reference to the cross section. The existing buildings suffer from the fact that approximately half the rooms face onto the narrow central gap, with severely diminished outlooks, light and privacy. The large rooms of the hostel—dining spaces, common rooms and entrance hall—are placed in the centre of the building, partly toplit but with glancing views out. This central space extends through two floors both to allow light to penetrate into the basement and to provide a central focus for the life of the hostel. The roof space is fully used by removing existing ceilings to the first floor and building sleeping galleries which are reached by small stairs within individual flatlets. In plan, the external walls are exploited by placing habitable rooms around the perimeter, while service rooms, stores, lavatories, etc. are grouped around the internal light well on the upper floor. The basement rooms on the Abbey side of Kingston Buildings could be fully used if the level of a part of the churchyard were lowered in order to create a small courtyard with planting and whitewashed walls. The York Street side (where an open area would be practicable only if York Street were pedestrianised) is used for kitchen, stores and common rooms, all of which could have extra ventilation. Two staircases are necessary, with an extra escape at basement level to York Street which could be used as a service entrance. The students' rooms on the top floor are organised in two groups, each around its own stair, with emergency escape through pass doors in the larger flats in the centre. In general, the two lower floors are used for common rooms with a wardens' flat near the entrance, and the upper floor for students' bedsitting rooms or flatlets.

31 Nos. 9-13 Kingston Buildings and 11-15 York Street: Proposals

The large central space extends through two floors and provides a focus for the life of the hostel



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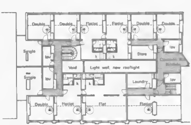
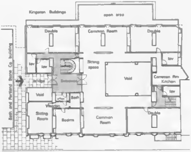
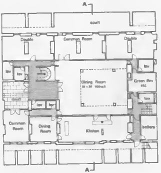


First

Gap between Kingston buildings and 11-15 York Street
(paragraph 140)



Ground floor



Basement

142 The scheme is based on the standards set out in the University Grants Committee's booklet *Non-recurrent Grants, Notes on Procedure*. The standards cannot be rigidly applied in the case of a conversion such as the one described here. Similarly, current standards for daylighting, sunlight, space between buildings, etc need to be handled with discretion when the future of a precious building might be jeopardised by rigid application. Even so, the design we have illustrated does conform broadly with current building regulations and the University Grants Committee's standards for residential accommodation.

143 Full details of cost have been worked out, the essential points being as follows:

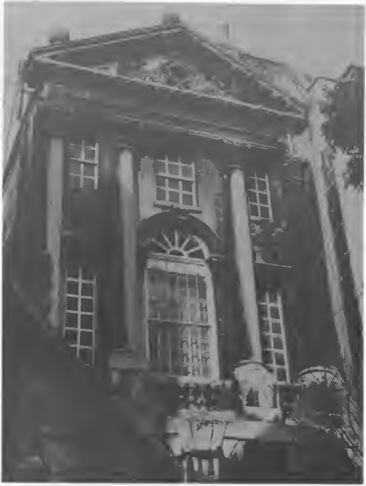
Acquisition of 9-13 Kingston Buildings and 11-15 York Street (assuming use of compulsory purchase powers)	£37,000
Cost of the works	£72,000
Total cost	£109,000

144 An idea of the value of the completed hostel can be arrived at by adding the value of the site for a university hostel (normally payable by the UGC) to the grant which might be available for a scheme of this sort.

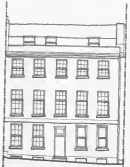
Site value	£5,000
Building grant available	£70,000
Total grant	£75,000

Thus in this calculation there is a deficiency of £34,000 between the costs of conversion and the grant which might be available from this one source. But we should perhaps point out that these estimates provide for a very thorough conversion job and are based on a conservative view of the grant that might be available.

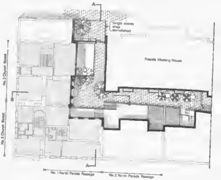
145 The economics of the scheme could be improved by resorting to a less ambitious conversion, or by increasing the number of students assumed to be attached to the hostel for dining, study and supervision which would lead to a larger grant being payable. Other sources of finance for student housing (e.g. the British Council or the Housing Corporation) could be explored if there were still the prospect of an overall deficiency. The estimates we have prepared make no allowance for the possibility of a grant from the Historic Buildings Council. Our general conclusion is that there is considerable scope for horizontal conversions of this kind in conservation areas, and that the financial problems are by no means insuperable.



Ralph Allen's House: east facing facade
The stonework is badly decayed but appears structurally sound. The light wall on the left may have contained a staircase
(paragraph 146)

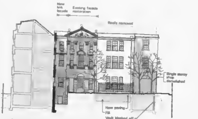


Elevation to 2 Church St.

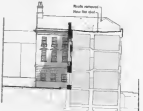

A
Single storey shop demolished
Friends Meeting House
No. 2 Church Street
No. 3 Church Street
B
A
No. 1 North Parade Passage
No. 2 North Parade Passage

Plan of upper level

32 Ralph Allen courtyard
The key to this improvement lies in buying and demolishing the single storey shop No. 7A York Street Number 2 Church Street is a typical late 18th century facade built onto the back of Ralph Allen's house. The cost of restoring this facade would be about £50 per foot run



Section A-A



Section B-B

Ralph Allen's House: seen over 7a York Street
Ralph Allen's town house has been surrounded by later buildings. The only access is along an alleyway from Terrace Walks
(paragraph 146)

Ralph Allen's Court

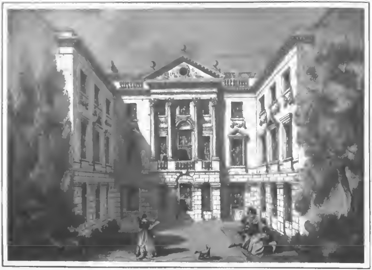
146 Figure 32 shows our proposals for the restoration of the east and north facing facades of Ralph Allen's town house, the improvement of the surroundings, and the provision of adequate access by demolition of the single storey shop No. 7a York Street. They also show in sketch form various internal rearrangements, these are not fully considered proposals and have not been costed although they are very necessary. The study of costs and feasibility has been confined in this case to facade renovation and environmental improvement.

147 It is difficult to disentangle the sequence of building and rebuilding of Ralph Allen's town house. This would make an interesting subject for investigation by an architectural historian. It is doubtful if the northern wing shown on the right hand side in the drawing was in fact ever built. The floor levels behind the existing two facades correspond to the fenestration, but in each case a later building has been built onto the back with different floor levels. There is scope for opening up the interior of the buildings to form a series of connected galleries for use as a museum or exhibition space. No. 2 North Parade Passage is occupied on the ground floor by a firm of estate agents who have their main office next door, with access through the party wall. The upper floors are partly City Corporation offices, partly inadequate flats and partly empty and deteriorating. No. 3 Church Street and No. 2 North Parade Passage look into a depressing light well at the back, where a staircase of the Allen house may have been. The two facades are in very bad condition but appear free from structural cracks

148 The key to the improvement lies in buying and demolishing the single storey shop, No. 7a York Street. (This shop was for sale during the course of the study. If it could be bought by private sale there would be a considerable saving over compulsory purchase.) A paved entrance space off York Street could then be formed, directly opposite the new pedestrian route east of the Bath and Portland Stone Company's building. We suggest repairing, lowering and reforming the high stone walls, some tree planting, flood-lighting the facade, and a general cleaning of stonework. There is also an opportunity for arranging access to the courtyard through the shops on North Parade Passage. The existing tea shop might be allowed to put tables and umbrellas out in fine weather. It would also be an advantage if permanent access to the courtyard could be negotiated from Terrace Walk behind the Public house – here again the surroundings could be made attractive and the courtyard could be more fully used.

149 The main items of cost are as follows

i	Acquisition of No. 7a York Street (the estimate assumes a private sale)	£3,500
ii	Restoration of stonework to east and north facades of Ralph Allen's house (prices advised by F. J. Amery & Sons of Bath)	£5,350
iii	Other work as shown including demolition, new walls, drainage, paving, lighting, making good, contingencies, etc.	£3,650
	TOTAL	£12,500



Ralph Allen's House from the east
This drawing, attributed to J. Lansdown (kindly lent by Mr R. Hewish-Baker), is of early 19th century date and may have been done from unrealised architects' plans. The wing on the right was probably not built (paragraph 147)

150 We have not attempted to quantify the increased value of the surrounding buildings which results from this work, for example, the benefit to the existing tea shop, art gallery, boutique and antique shop which would derive from an increased flow of visitors. If the outlay were to be recouped in whole or in part by a charge for admission to the courtyard of Ralph Allen's house, the financial situation might be as follows:

Capital Expenditure = £12,500 (say) repayment over 20 years

Annual Cost (a) Intarest at 7% on £6,250 (average) =	£437
(b) Capital repayment	£625
	£1,062

To meet an annual cost of £1,062, 21,200 visitors at 1/- per head would be needed. This excludes the cost of supervision or maintenanca.

151 There is one further cost which we investigated in connection with the Ralph Allen house, which has general relevance. This is the typical cost of restoring the stonework of an 18th century facade. We studied No. 2 Church Street, which is five windows wide and has basement, ground, first and second floors behind the facade and a third floor in the attic behind a parapet. The general condition of this facade is also typical: a carved pedimented porch has been removed, some windows have had large glazing inserted, the ground floor is painted. There are some old settlement cracks and the entire cornice and parapet is perished and crumbling. We estimate the costs of repair and restoration as follows:

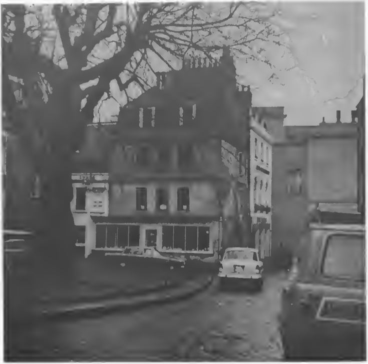
Demolish existing parapet and cornice, rebuild entiraly, including stonecarving and flashings to the standard of the work done in the Circus	£1,350
Remove paint from ground floor by hand wire brushing to ⅛ in deep. Clean stone of entire facade and fill the deaper pittings	£700
	£2,050

152 There are various points arising from this that we consider important:

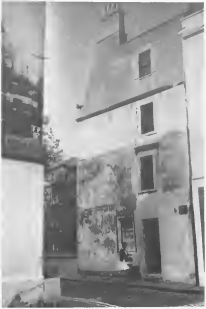
i The cost can be expressed as a cost per foot/run of facade – this is in fact the way that it was worked out. It then represents a typical cost of routine maintenance for the majority of facades in the study area (and indeed throughout central Bath) since there is much standardisation of height.

ii This cost (roughly £50 per foot/run of facade) is a good deal higher than the cost of similar work for a brick facade, and the work needs to be done at more frequent intervals. Bath stone is basically a weak, porous stone – one reference book gives its life as 30 years. Work to the standard we have assumed in our cost studies, properly flashed and laid to the standard of the work done in the Circus, would probably have a life of no more than 70 years without further maintenance.

iii These facts emphasise the need for examining alternatives to Bath stone in appropriate places, and they also point the need for the grants system to be more generous and flexible. There ara many buildings, not themselves of the highest importance, which are so important in the total scena that they must be preserved. This would be greatly assisted if they were eligible for grant.

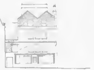


Number 5 Abbey Green
The house is of some importance in itself but it has extra importance because of its position. The Mansard roof should be kept
(paragraph 153)

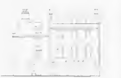


Number 5 Abbey Green, west facade
The thick walls have a bad bulge and are cracked around an earlier pier in the North West corner (paragraph 154)

33 No. 5 Abbey Green: as existing
The 18 in walls indicate an early 18th century date. It has been built round a massive stone pier from an earlier building



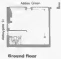
Elevation to Abbey Green



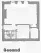
Elevation to Abbeygate St

First

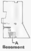
Third



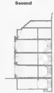
Ground floor



Second



Basement



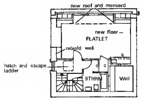
Section AA

No. 5 Abbey Green

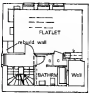
153 This example was chosen to illustrate the implications of preserving a typical single house which is unsuitable for horizontal conversion. The house is of some architectural merit in itself, but its main importance is that it is an element in the Abbey Green Group. It is in very bad condition.

154 Figure 33 shows the present plans and facades. The ground floor is used as an antique shop. The basement, first, second, and third (attic) floors are empty. The walls are up to 18 in. thick, indicating an early 18th century date, with a massive pier in the north west corner on the basement and ground floors which may be part of an earlier building, possibly part of the mediaeval abbey. The flank wall is badly cracked and bulged out. The roof and third floor are rotted and have woodworm, and all interior joinery is in bad condition except for the staircase. A very ill-fitting shop front has been added to the ground floor. The mansard roof, in spite of its poor condition, is visually important and should be retained. (With regard to mansard roofs in general, we think there are many cases where they could with advantage be removed and replaced with flat roofs.)

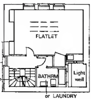
34 No. 5 Abbey Green
Proposals. These include rebuilding the flank wall and roof and converting to student flats. When a building has been allowed to deteriorate to this extent, restoration is uneconomic and yet this building is important to Abbey Green



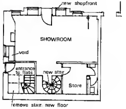
Third



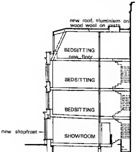
First



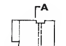
Second



Ground floor



Section AA

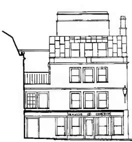


Basement

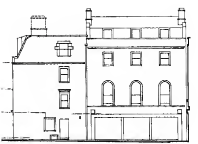
155 The conversion scheme is shown in Figure 34. The ground floor and basement are converted and turned into a 'speciality' shop with proper lavatory, storage, etc. The main room on each floor is made into a bedsitting room flatlet. These rooms are well proportioned with good windows. The stair and the first floor would be fireproofed to 1½ hour resistance. Part of the flank wall and all the roof and third floor would be rebuilt. Complete plumbing, heating and electric wiring is allowed for in the estimate as well as external repairs.

156 The total cost of the conversion is estimated at £20,600. This sum includes a new Bath stone shopfront, and there is an allowance for compulsory acquisition. This scheme might in certain circumstances attract a capital grant of some £7,000 from the University Grants Committee. Our advisors suggest that the market value of the property, when rebuilt as shown, would be approximately £10,000.

157 It is clear that when a property has been allowed to deteriorate as much as this, restoration is uneconomic. The Civic Amenities Act gives local authorities the power to step in and themselves undertake the urgent repair of listed buildings, but in such cases it would appear that the costs would have to be carried by the authority. We think it is highly unlikely that local authorities will be able or willing to follow the alternative course of acquiring such a property by compulsory purchase, if subsequently they can only repair the property at an uneconomic cost or sell it for less than the total outgoings. The real hope in a case of this kind would seem to lie in linking the renovation of the building with commercial development nearby, so that (in effect) the cost of renovation is subsidised by other more profitable redevelopment.



Elevation to Abbey Green



Elevation to Abbeygate St.

The Corridor area
The general character and charm are more important than individual buildings
(paragraph 158)

The Corridor area

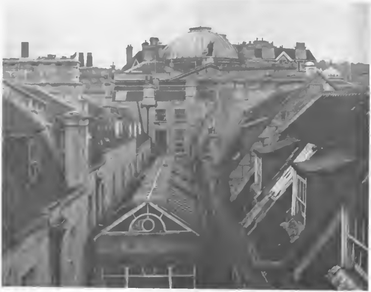
158 We classified this area as being of secondary architectural and historic importance, the general character and charm being more important than most of the individual buildings. The area has problems of decay, obsolescence, and vacant accommodation. These are partly caused by its position – separated from the main shopping area in Southgate Street, and slightly to one side of the north-south shopping spine. They also arise from unsuitable internal arrangements in many buildings, and from the close spacing of the buildings which cuts down daylight and privacy, and from choked up backyards which prevent service access.

159 The policy we suggest for this area is essentially a holding operation, to prevent further deterioration and to encourage private investment. The main steps are shown in Figure 35. They include buying and demolishing the existing semi-derelict sheds adjoining Shums Court in the centre of the block, and buying and demolishing one shop fronting onto Cheap Street. These actions would have the double effect of making a paved court accessible for service vehicles and of greatly improving the setting of the surrounding buildings. As a further step, which we have not designed or costed in detail, but which is shown in Figure 35, pedestrian ways could be opened into the central court which could well itself be enlarged by demolition of some unsuitable and ugly buildings which have been added to the original development. Given a policy of this kind, the area could be developed as an extension of the tourist centre around the Abbey. It would be an ideal location for speciality shops and restaurants, possibly of a very high standard, which could open out onto the new paved and tree-shaded square. This use would not be incompatible with the presence of service vehicles at certain hours of the day.

160 The estimated cost of the first steps are as follows:

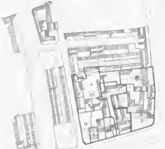
i Acquisition of No. 6 Cheap Street and the old stables and stores in Shums Court (assuming compulsory purchase and including an allowance for disturbance to adjoining owners)	£34,000
ii Demolition of the ground floor shop in 6 Cheap Street, the buildings in Shums Court, rearrangements to 6 Cheap Street to allow the upper floors to be used separately, new paving, lighting, drainage and making good	£4,280
TOTAL	£38,280

161 This case provides a good example of a difficulty we have mentioned previously – namely, the existence of many leases with varying periods to run. These were shown in Figure 24 in respect of property owned by the Corporation. Any large-scale renovation of the area would seem to be dependent on the rationalisation of the leases. The process might also be helped if suitable users likely to give the area a lively character could be attracted in by the inducement of preferential rents in these Corporation-owned properties. It is inevitable in a case such as this that a large part of the initial investment would have to be borne by the Corporation, with little prospect of a quick return from increased values. Here again, we think this example points to the need for a more flexible and more generous grant system.



The Corridor area
This view over the glass roof of the corridor shows the close spacing of the buildings. Congestion, lack of light and inadequate floor areas have caused most of these upper floors to remain empty
(paragraph 158)

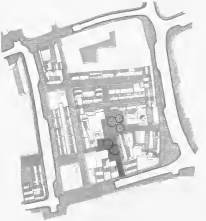
35 The Corridor area
The first step in rehabilitation might be to buy and demolish the derelict sheds in the centre of the block. Gradually new pedestrian ways could be formed to connect to the new square



⬚ Bath Municipal Charities

22 Outstanding leases

☐ City owned land



Stage 1

▥ Acquisition of sheds, paving drainage, lighting, making good

▩ Acquisition and demolition of shop new access to upper floors

Stage 2

▒ Extension of paved square and connections to new and existing pedestrian routes

○○ Trees

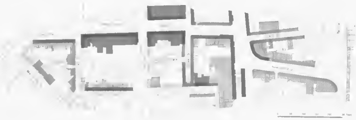
36 Cut Route: survey

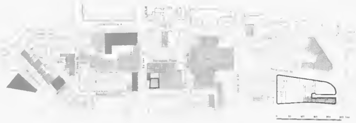
I Architectural importance

16 and 17 New Bond Street are of great importance. Queen Street is important in its total effect although individual buildings are not

II Structural condition

The Gas Board block is the only major building in good structural condition on the line of the road





The Cut Route

Introduction

162 In the *Bath Planning Study* this proposal was described as 'the critical element in the proposed central circulation system'. The route finally selected followed a line from New Bond Street in the east to Charles Street in the west. It was to be in cutting and would pass underneath the north-south streets (such as Queen Street, Barton Street and Princes Street) whose continuity would not be affected. The purpose of the present exercise was to study the feasibility of the proposals in greater detail with special regard to the environmental and conservation problems involved. In particular, we sought to define the location of the route in detail, to specify constructional methods, to examine rebuilding problems for any areas that might have to be cleared, and to estimate costs.

The function of the road

163 The road forms part of the proposed local distribution system for the central area and is one of the two east-west links which traffic studies in the *Bath Planning Study* showed to be necessary. The road connects to the Walcot Street loop at low level in the east (and hence to the new eastern approach of A4) and via Charles Street to the western district distributor road (and hence to the new western approach of A4).

164 It is anticipated that when the road is in operation, its peak loading would be 1,110 passenger car units per/hr. There would not be any junctions or connections to buildings throughout the length of the route.* The road would have one 24 ft wide carriageway with 30 in. shoulders on either side, giving a total width of 29 ft. The headroom at the centre of the carriageway would be 16 ft 9 in.

The environs of the road

165 Various survey information is shown in Figures 36, 37 and 38. The area on either side of the line of the road has mixed uses – residential, hotels, shopping, offices and even some industry. The *Bath Planning Study* suggested that the environs should be predominantly used for residential purposes including hotels. The Study also suggested that Princes Street, Queen Street and New Bond Street should be reserved for pedestrian use only, and that Barton Street should be closed to vehicles during main shopping hours.

166 The main redevelopment proposals that have come to our knowledge concern the Francis Hotel (extension to provide additional bedrooms, shops fronting Barton Street, and a new car park served from Princes Street), and the Plummer Roddis shop (redevelopment of the whole block between Northgate Street and No. 10 New Bond Street to be completed by 1973). We also noted the tendency for the S W Gas Board to acquire premises within the Old Bond Street block as and when they become vacant, but the Board do not as yet appear to have any plans for complete redevelopment.

■	Grade I	Present listing of buildings
▒	Grade II	
░	Grade III	
▬	Class 1 and 1a	See chapter 1
▬	Class 2 and 2a	
┅	Class 3	

▨ Substantial postwar buildings

▨ Substantial recent investment

░ Bad structural condition

▒ Derelict or vacant

☐ Current planning application

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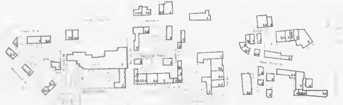
*In the *Bath Planning Study* it was suggested that there should be a basement service depot under the Plummer Roddis Block with access from the new road, but as mentioned later in Chapter 5, we now suggest that this proposal should be dropped.

37 Cut Route: survey

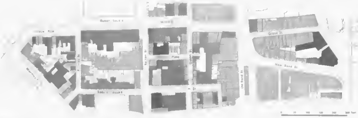
III Vacant space

IV Ground level land use

A great deal of floor space adjacent to the route is unused. The construction of the road will give an opportunity to reorganise and improve the buildings



3,4 Vacant floors



▨ Shopping

▨ Offices

▨ Public buildings

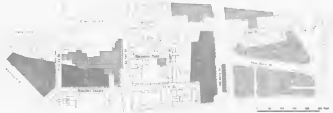
▨ Residential & hotels

▨ Industry

▨ Vacant

▨ Car parking

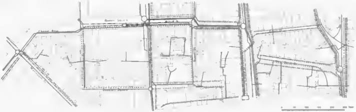
38 Cut Route: survey
V Major ownerships
VI Existing services
Only the more important services are shown



▨ Bath Municipal Charities

▨ Corporate Property Committee

▨ Parks Committee



Water mains

Gas mains

High and low voltage electricity mains

Sewers

167 We assessed the condition of the various street blocks as follows:

i *New Bond Street:* A recent structural survey by the City Engineer showed that the Plummer Roddis building was in poor structural condition, and that unless precautions were taken the building would be further endangered by the construction of the Cut Route. This condition may apply to other buildings lining the street. Hence we concluded that special constructional methods would be needed to safeguard the buildings.

ii *Queen Street – Old Bond Street Block:* The headquarters office of S W Gas Board forms the major user in this block. The Board's premises are well maintained and appear to be in good structural condition. It is therefore desirable that the road should be located so as to necessitate minimum demolition within the block.

iii *Harington Place – Trim Street Block:* This block is generally in poor structural condition and it is likely that the whole of the block would need to be demolished and rebuilt with the construction of the Cut Route. It would be an advantage to restrict demolition to a line south of Harington Place in order not to disturb the Harington Place – Wood Street block.

iv *Beaufort Square -- Queen Street Block:* The existing single storey garage through the centre of this block is obsolete. The road should be contained within the limits of the garage to avoid interfering with neighbouring buildings.

v *Princes Street – Monmouth Place Block:* Much of Nos. 25-28 Monmouth Place is in poor structural condition, as are Nos. 4-7 Princes Street. There is a fairly new printing works (Messrs C. F. R. Woodward) in Monmouth Place, which also uses part of Nos. 29 and 29a. This works has a limited planning consent which expires in 1973. This block does not present any particular difficulties as far as the new road is concerned.

Internal arrangements of buildings

168 Ground and first floors are generally in use throughout the area, but many of the upper floors are unused. This is due to the smallness of the rooms, the lack of natural light, obsolete plumbing, and the lack of separate access (which would, if it existed, encourage the use of this space for offices or dwellings). The lack of separate access at ground floor level is shared by the Gas Board who have extended their offices over many of the shops in Old Bond Street. As a result the internal circulation is circuitous. The Gas Board has a service entrance and small internal parking area off Queen Street. The printing works and warehouse in Harington Place and the printing works in Monmouth Place each have small service entrances off side streets. Elsewhere, service and parking is direct from the street.

169 Our general conclusion was that construction of the Cut Route might well be seized upon as an opportunity to provide better internal organisation of space on all floors of existing buildings, to improve lighting standards and sanitary conditions, and to provide separate accesses and improved parking.

Considerations affecting acquisition costs

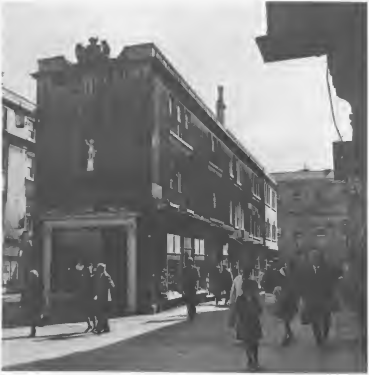
170 We examined the relative advantages of alternative alignments in relation to acquisition costs. We are advised that it would be advantageous to avoid the difficulties of acquiring the club in Harington Place. Hence the route should be located south of Harington Place. Since the Corporation owns the garage in the Barton Street – Princes Street block, it would be advantageous to locate the route within the confines of this site. The Gas Board premises would be expensive to acquire. Although it would be impossible to avoid demolition of parts of the premises, we consider the route could be located to enable those parts of the offices which are reasonably self-contained to remain intact.

Sub-soil conditions

171 Five boreholes were sunk at intervals along the line of the route. While these are not sufficient for a complete structural design, they give a good indication of the problems that will be met. In general, stiff blue clay occurs immediately below the carriageway level of the Cut Route. This is overlain by a soft to firm brown clay with pebbles up to the existing basement level. The blue clay extends down to limestone at a depth of 43 ft – 54 ft, although in one borehole limestone was met at 20 ft – possibly in a very localised area. The standing water level was generally between 6 ft and 10 ft down. No great structural problems are posed by these conditions. It may be noted that clay is an ideal material for new methods of retaining wall construction (which are referred to later) which minimise the danger to the structure of adjoining buildings.

Existing services

172 From information supplied to us by the statutory authorities, we consider that the majority of existing pipes and cables could be accommodated between the roof of the Cut Route and ground level. The only difficulty likely to arise concerns the deep sewer in Queen Street which would either have to be diverted eastwards to join the low-level sewer along the west bank of the Avon or siphoned underneath the Cut Route.



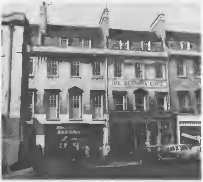
Old Bond Street
This island terrace and the buildings on each side of New Bond Street need not be affected by the construction of the road
(paragraph 174)

Architectural and historic values

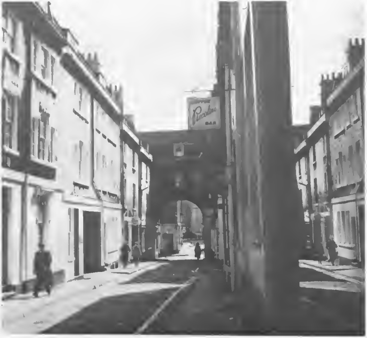
173 The location for the Cut Route proposed in the Bath Planning Study was, of course, designed to cause minimum damage to the most valuable parts of the city. Thus, Quiet Street and Beaufort Square would all be unaffected by the construction of the road. But we were now able to examine in more detail than was previously possible the other areas which would be affected.

174 *New Bond Street* The buildings lining this street and also the island terrace in Old Bond Street should not be directly affected by the construction of the road. If rebuilding takes place (as is envisaged on the Plummer Roddis site) we consider that the existing general form and scale of buildings should be adhered to.

175 *Old Bond Street:* Nos. 16 and 17 will need to be demolished for the construction of the road. We consider that these frontages (above first floor) should be rebuilt in replica.



Nos. 16, 17 Old Bond Street
These two buildings will need to be demolished for the construction of the road They form part of an important unified design and should be rebuilt with suitable shopfronts
(paragraph 175)



Queen Street
Part of this charming street will need to be demolished to allow construction of the road. In this case the general character should be kept but not the existing details. Trim Street Bridge must be kept (paragraph 176)

176 *Queen Street:* The total visual effect of the street is of a high order. Part of the street will need to be demolished for the construction of the road, but this should be kept to the minimum and extended only where existing buildings are uneconomic in their present form. The existing height and width of the street should be retained in rebuilding, but no attempt should be made, in our view, to reproduce the existing detail of buildings. In some cases it may be possible to retain the existing facade while completely rebuilding the internal space. Trim Street Bridge should be retained as existing, and the unified composition of the facades east and west of the arch should be repeated in any rebuilding of the western portion.

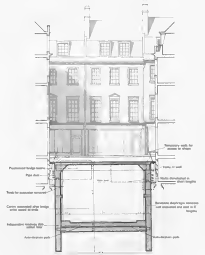
177 *Barton Street, Princes Street, Monmouth Place:* These streets are not of the same high quality as Queen Street. Nevertheless, we think that the existing general form and scale of buildings and spaces should be retained in any rebuilding that may take place. The west side of Barton Street could be improved by continuing the 'wall' of the new shops further northwards. The corner of Princes Street (at the Griffin Public House) is related visually to Beaufort Square and there is a case for the retention of some buildings on this corner as existing, and for locating the Cut Route so as to avoid their demolition.

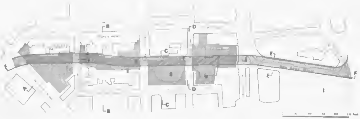
Construction of the Cut Route

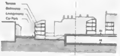
178 The main choice is between an open or a covered cutting. We discussed this with a number of authorities on road tunnel ventilation, including Dr L. H. Butler of the University of Wales, and our conclusion is that on balance the advantage lies with a covered road. The main reasons are that traffic noise is muffled, the traffic is out of sight, the top of the roof is available for use, and costs are increased but little. The road in effect becomes a tunnel, and although certain problems then arise in connection with ventilation, our investigations suggest that these are unlikely to be serious in a tunnel of approximately 1200 ft in length. It is unlikely that forced ventilation would be needed, and our estimates are based on the assumption that no ducting would be provided. As far as buildings closely adjoining the route are concerned, there do not appear to be any problems of noise and vibration which cannot be easily surmounted.

179 The main constructional problem presented by the Cut Route lies in the insertion of the retaining walls of the sunken road without damage to adjoining buildings. We took advice on this problem from Stephen Revesz and Associates, Consulting Engineers. They explained that two modern techniques would be available – the Bentonite Diaphragm Wall (first used in this country in the construction of the Hyde Park Corner underpass) and the system of continuous bored piles. The latter requires somewhat greater working space than the former. A typical section using the Bentonite method is shown in Figure 39, this shows the insertion of the road in the narrow width of New Bond Street.

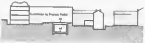
39 Cut Route: structural details
This shows the use of the Bentonite Diaphragm Wall. The chief advantage of this method is that it minimises disturbance to the ground alongside, and hence to the neighbouring buildings. There are advantages in covering the road along its entire length


Temporary walls for access to shops
Prestressed bridge beams
Pipe duct
Existing r.c. wall
Vaults demolished in short lengths
Trench for excavator removed
Bentonite diaphragm concrete wall excavated and cast in 8' lengths
Centre excavated after bridge units cased at ends
Independent roadway slab added later
Anti-flotation piles
Anti-flotation piles

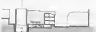




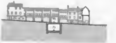
Section AA



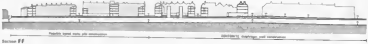
Section BB



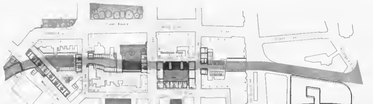
Section CC



Section DD


Possible bored mass pile construction
BENTONITE diaphragm wall construction

Section FF



40 Cut Route: alignment and acquisition
The alignment has been made to avoid unnecessary acquisition costs and to minimise interference with architecturally important buildings. The bore holes showed that ground conditions are suitable for the 'Bentonite' method of construction.

⁝ Location of boreholes

III Block number. See valuations (para.189)

═ Alignment of cut route

Extent of property to be acquired for construction of cut route

41 Cut Route: redevelopment proposals
The construction of the road can assist traffic circulation and drain traffic from the historic centre, and give an opportunity to rehabilitate the surroundings

▦ New or reconstructed buildings

Alignment of cut route

180 Figure 40 shows the complete line of the road divided into three sections. On the eastern section it would be necessary to use the Bentonite system. In the central section, although our estimates are based on the use of the Bentonite system, there is more working space available, and if, at the actual time of construction, it appeared that the system of continuous bored piles was economical, then this could be used. On the western section the road would be in open cut with normal reinforced concrete retaining walls.

181 Our general conclusion is that from the engineering point of view, having regard to the modern techniques available, the Cut Route presents no serious problems.

The redevelopment proposals

182 As mentioned previously, we think the construction of the Cut Route can be made to serve two purposes. It is in itself a scheme for assisting the circulation of traffic and will help to drain away a certain amount of traffic from the environmentally-valuable streets in the city centre. But the opportunity of its construction should be seized to rehabilitate property in the vicinity of the route. Our suggestions are described block-by-block in the following paragraphs, and are shown in Figure 41.

183 *Old Bond Street – Queen Street Block.* Shops are proposed at ground level, with offices above reached by independent external access related to a rear service road and car park. We have shown a simplified internal circulation system for the offices using a central corridor with rooms on either side, and related to existing staircases, lavatories and entrances. The system could be extended into adjoining premises within the block when required. The terrace fronting Queen Street would be rebuilt as offices over shops. The offices here extend the full depth of the building, thus improving daylighting standards.

184 *Harington Place – Trim Street Block.* Here we propose shopping at ground level on the Queen Street and Barton Street frontages. A service road from Barton Street would serve the shops, the dwellings over, and a covered car park. The dwelling form we have chosen to illustrate is for each dwelling to be three storeys – the height of the dwelling blocks being related to the eaves level of the existing terraces. The dwellings have large private terraces at roof level for privacy and maximum sunlight. Some daylighting can be obtained from the interior space of the block, thus reducing the need for rooms to face Queen Street. This form of dwelling has been repeated for all housing areas along the route. As an alternative, flats could be built within the general building form described. The advice we have received suggests that flats over shops might provide a better economic return than the maisonettes, on the assumption that both are provided by private enterprise.

185 *Barton Street – Princes Street Block.* Fronting Barton Street we propose a block of three storey dwellings and garages. The extension of the Francis Hotel is in the centre of the block where a new wing of up to five storeys could be built. (An important advantage of this location for the new wing is that extra height could be allowed as compared with a location along the street frontage.) A new car park for the hotel is approached from Princes Street. A loading bay, which would connect directly to the central part of the existing hotel is reached from the service road. The extension to the hotel and the proposed dwellings would enclose a space which could be developed as a garden for the hotel. Part of this garden would be over the Cut Route. If this area were required for planting, 2 - 3ft of soil would be

required and would need proper drainage. Terraces could be formed to accommodate changes in level. Alternatively this section could be treated as a paved terrace. On the Princes Street frontage we propose a three storey building for the hotel containing staff bedrooms over garages. The entrance to these from Princes Street could also provide rear access for Nos. 12 and 13 Queen Square.

186 *Princes Street – Monmouth Place Block.* This is proposed as a residential area. Rear access to the dwellings is provided by a service road from Chapel Hill leading to garages and visitors' parking space. The dwellings along Princes Street face westward into the internal court in order to maximise natural lighting. A section of the internal space of the block is proposed as a garden for children's play, etc. This is placed at the higher level over the Cut Route in order to obtain sunlight. The lower housing blocks fronting Monmouth Place would then look out on this space at living room level. Rear access to the existing buildings in Chapel Row would be by a footpath served from Princes Street and Chapel Row.

Modification of the original proposal

187 In general terms, this detailed study of the Cut Route has resulted in some important modifications of the proposal as it was originally put forward in the *Bath Planning Study.* The road would now be in tunnel (except for the western portion) and there would be considerably more building development taken right across the tunnel. To assist the latter, the level of the road has been somewhat reduced. We think this would enable development to take place which would be more in sympathy with the existing character of the city.

Cost of the Cut Route

188 We estimate the total cost of the route at £1,528,000. This includes £797,000 for land and property, and £731,000 for construction. The latter figure is based on the use of the Bentonite method of construction throughout the cut-and-cover section of the route.

189 The acquisition costs relate fairly narrowly to the property actually needed for the road except where it is a matter of buying a complete building or terrace rather than the portion actually within the road alignment. The breakdown of the costs block by block is as follows:

i Monmouth Street – Princes Street Block: £123,000. A large part of the cost is attributable to the Printing Works where we have anticipated a substantial claim for disturbance to delicate machinery. We understand that the building has only a temporary planning permission, expiring in 1973, in which case the Corporation may reduce their outlay by refusing to renew the permission.

ii Princes Street – Barton Street Block: £52,000.

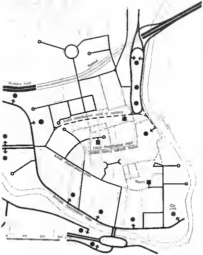
iii Barton Street – Queen Street Block: £117,000.

iv Queen Street – Old Bond Street Block: £360,000. The greater part of this sum is in respect of the Gas Board's premises. In addition we have included an item of £145,000 for compensation payable to occupiers in New Bond Street for disturbance to trade and acquisition of vaults. Many of these occupiers hold their properties on lease from the Corporation, and we understand that it would be within the Corporation's power to invoke the public improvement clause in the leases and to pay compensation on a lower scale. This could reduce the sum of £145,000.

190 A question that would arise is whether the Cut Route would qualify for grant from the Ministry of Transport. As far as we know, the answer is that under present regulations it would not qualify. Our surmise is that work on the *primary* network could qualify for a 75 per cent grant, but all other work, including the Cut Route, would be funded by the Corporation aided by the block grant. Thus there would undoubtedly be a very heavy burden placed on the Corporation for the execution of a road proposal rendered more than usually expensive for reasons of conservation.

191 Of course, the Cut Route would yield substantial benefits which would need to be taken into account in order to give a fair picture. Cross-city traffic would be expedited, environmental standards in the heart of the city would be enormously improved, and the occupiers of buildings in or near the redeveloped area would benefit from improvements in access and car parking.

192 In addition to these benefits, there would also be a return in the form of the redevelopment which would take place after (or perhaps even *before*) the construction of the route. We are advised by Messrs Gerald Eve that the realisable value of the cleared sites in the three blocks between Queen Street and Monmouth Street, assuming redevelopment in accordance with our suggestions, would be £49,000. In the case of the Old Bond Street – Queen Street work the realisable value of the property which would have to be acquired could be approximately £250,000. The calculation of the value in this case is complicated by the fact that the Gas Board premises would have to be acquired as a whole but only a part would be demolished. We have assumed that the part remaining after demolition would require renovation, and that the demolished part would be rebuilt in accordance with our proposals. Hence there are substantial construction costs which must be deducted from the developed value we give. We have not estimated these costs. To do so would involve a detailed survey of the structure and services of the existing buildings, which we have been unable to carry out.


Tunnel
Primary road
Local distribution road in cutting
Local distribution road
closed during certain hours
Local distribution road
Depot
Car park
District distribution road
0
100
200
300 y

5 Traffic and environmental management scheme

42 The year 2000 network (from the *Bath planning study*)
This is the long term plan that the City Corporation has adopted

Introduction

193 The adverse effect of motor traffic on the environment throughout the study area has already been mentioned. By our terms of reference we were required to consider what might be done by management methods to bring about some fairly quick improvement of conditions pending the implementation of the capital works proposed in the *Bath Planning Study*.

194 Such interim methods cannot be considered in isolation from the longer-term capital works. In the *Bath Planning Study* it was suggested that the procedure to be desired was to have a long-term plan involving capital works, with a programme for achieving the end result over a period of years. The programme was likely to start with simple inexpensive measures for managing the movement of traffic leading gradually to the execution of capital works, each one of which would yield substantial benefits and represent a move towards the final objective. The whole process would be regarded as a continuous operation with two purposes throughout – to improve circulation efficiency, and to bring about a steady reduction of the adverse effects of motor traffic on the environment.

195 The ideas discussed in this section of the present report must therefore be regarded as part of the early stages of a comprehensive and continuous process designed to apply to the whole central area of Bath. The ideas would not solve all the problems of the study area; they would bring about a worthwhile improvement, but there would come a stage when further progress would depend on the execution of capital works outside the study area itself.

196 The long-term plan for the central area proposed in the *Bath Planning Study* is shown in Figure 42. The principal features are as follows:

i A 'primary road' skirting the central area to the north, with a length of about 600 yards in tunnel in order to avoid interference with the heritage.

ii A system of district distribution roads round the periphery of the central area giving access to car parks and to the local distribution roads.

iii Local distribution roads giving access to premises. These are arranged on a system of loops and cul-de-sacs.

iv Freight depots from which goods would be distributed by trolleys to certain premises which are bound to remain difficult of access.

197 With the full development of these proposals the environmental problems in the whole of the central area, including the study area, would be substantially dealt with, and the city would function efficiently for traffic circulation. The system of pedestrian streets would be considerably extended, and where streets were used for traffic, the volumes would be reasonably restrained.

198 The rate of advance to fulfilment of the whole plan would of course depend on the rate of capital investment available, but the *Bath Planning Study* suggested the following priorities and dates:

i The Cut Route – 1965-1970.

ii First tube of the tunnel (i.e. two lanes of traffic) – 1970-1975.

iii Second tube of the tunnel (i.e. two more lanes) – post 1975.

199 In March 1967, we were commissioned by the City Council to make a series of detailed traffic assignment studies of the central area and the eastern part of the city. This work was aimed at examining, in much more detail than was possible in the *Bath Planning Study*, the dates and order of priority for the major works listed above, and to define more exactly the effects on the existing street system. For this purpose traffic forecasts were made for the years 1970, 1975 and 1980, and a series of seven traffic assignments were made to the network as it could be expected to exist at these dates.

200 This exercise affected the present conservation study in two ways:

i It provided an opportunity for more detailed and more reliable assignments than could be undertaken within the Conservation Study budget.

ii The original order of priorities was amended to:

  a. First tube of the tunnel, eastern approach and temporary western approach 1972-1973.

  b. The Cut Route and approaches 1975-1977.

  c. Second tube of the tunnel and remainder of approach works 1980-1982.

201 The relegation of the Cut Route to second priority means that environmental improvements in the central area will be largely dependent on traffic management measures for a longer period (probably until 1977) than was at first anticipated.

The surveys

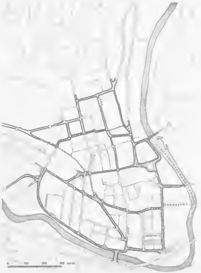
Introduction

202 Figure 43 shows the road system in the study area and a larger surrounding area as it was when we started our work in November 1966. We carried out various surveys in and around the study area which can be grouped under the following headings:

i Surveys to supplement traffic movement data.

ii Surveys of environmental conditions

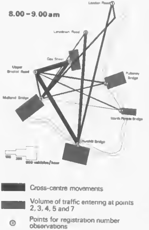
43 Street system in November 1966

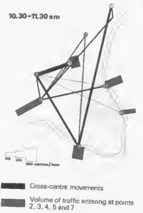


Vehicular street

Main traffic routes

44 Cross centre traffic movements
Traffic counts and origin and destination surveys were made. Direct E – W movements are small, the general pattern is a triangle of movement desires enclosing the study area




10.30 – 11.30 am
100
300
900 vehicles/hour
Cross-centre movements
Volume of traffic entering at points 2, 3, 4, 5 and 7
Points for registration number observations

Traffic movement data

203 For the design of a management scheme, data is required in respect of:

i Trips to and from the central area in relation to land use (i.e. floor area used for retailing, offices, etc).

ii Traffic not having an origin or destination in the central area, but using the central streets.

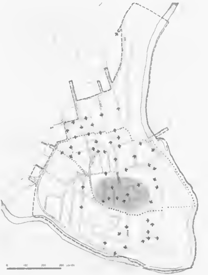
iii The patterns of distribution of movements arising from (i) and (ii) within the street system.

204 In general the necessary data was available from the surveys carried out for the *Bath Planning Study*, and the distribution of movements originating or terminating in the central area could be inferred with confidence. Further information was needed, however, regarding the distribution and volume of movements through the central area, and survey work was necessary to obtain this.

205 With the help of the Corporation staff, a series of short-period classified traffic counts were made in and around the study area, together with an origin and destination survey (registration number type) between the hours of 8.00 – 9.00 am and 10.30 – 11.30 am on 25th and 30th November 1966. The classified counts of traffic, taken mainly at junctions, provided the material for the assessment of road capacities. The origin and destination survey revealed the main components of through traffic (i.e. traffic which is 'through' in relation to the central area) and which must be carried on existing streets pending the construction of major works. The summary of results given in Figure 44 shows that for the 8.00 – 9.00 am peak, the main point of entry is Churchill Bridge, with about half the through movement bound for Upper Bristol Road and most of the remainder for Lansdown Road. It will also be seen that the direct east-west cross movements (Pulteney Bridge – Upper Bristol Road) are comparatively small, but that the movements between London Road and Upper Bristol Road, and between Gay Street and Upper Bristol Road, are significant. The general effect is of a roughly triangular pattern of movement desires approximately enclosing the study area. The mid-morning pattern (10.30 – 11.30 am) has generally similar characteristics.

206 With this data we were in a position to prepare movement forecasts to develop the traffic management scheme in outline. Essentially, what we were seeking to do was to see how to reorganise or manage the flow of traffic in the street system in order to improve circulation and to upgrade the environmental conditions, but possibly at the cost of keeping some non-essential traffic out of the area. The data we had collected enabled us by 'manual assignments' (i.e. rough assignments without the aid of a computer) to estimate the actual flows of traffic in the streets which would result from various circulation arrangements at the various dates. Having arrived at a management scheme which seemed satisfactory, we then checked and adjusted it in detail with the help of a computer.

45 Traffic management scheme introduced in February 1967
This scheme, designed by the City Engineer, resulted in a significant improvement in environmental conditions in part of the study area


0 100 200 300 yards
▨ Improvement to environmental conditions
↑ One way movements
━ Street closed to traffic
┅ Area affected by traffic management scheme

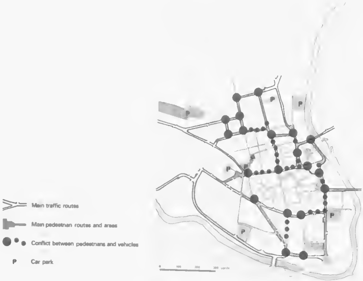
Survey of environmental conditions

207 Simultaneously with the traffic surveys, and before the outline management scheme was worked out, it was necessary to evaluate the environmental conditions and to decide what improvements were needed. From previous study of the area we knew that environmental conditions were generally very bad in the shopping centre, and also in the streets carrying through traffic, particularly the A4 route along George Street, Gay Street and Queen Square. These conflicts between traffic and surroundings can be divided into two groups:

i Noise, fumes, vibration and conflicts between pedestrians and vehicles.

ii Visual conflicts where parked or moving traffic destroys the quality of the spaces and views

208 This classification begs a number of questions, including the need to measure environmental quality and to define acceptable standards. All we were able to do in the time available was to make a personal assessment of the needs and problems of different streets within the study area, but we were able to assess the conflicts both before and after the introduction of the City Engineer's traffic management scheme for the central area in February 1967, (shown in Figure 45), and we were able to compare environmental conditions in the streets affected.


Main traffic routes
Main pedestrian routes and areas
● • Conflict between pedestrians and vehicles
P Car park
P
0 100 200 300 yards

Gay Street
Heavy traffic using the A4 route causes particularly bad conditions in continuously built-up streets such as this (paragraph 210)

The conflict between pedestrians and vehicles

209 Figure 46 shows shopping frontages and main pedestrian routes and generators. Pedestrian activity is intense along the main north-south shopping spine consisting of Milsom Street, Union Street, Stall Street and Southgate Street, and along all the streets which connect the spine to bus stops, car parks, fringe shopping areas, open spaces such as Parade Gardens, and the river.

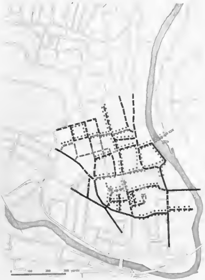
Noise, fumes and vibration

210 These were at their worst in the streets used by through traffic and for cross-centre trips. Conditions were particularly bad in continuously built up streets such as Gay Street, and somewhat less severe in streets such as Terrace Walks which are open on one side.

Visual capacity and visual conflict

211 We made a personal assessment of the visual capacity of different streets and spaces for parked and moving vehicles. The results are shown in Figure 47. It is difficult to separate this aspect from the other anti-environmental effects of traffic. We have not attempted to quantify our subjective categories of 'high', 'medium' and 'low' capacity.

47 Visual capacity for parked and moving vehicles
These subjective assessments of conflicts and capacities were supported by the survey described in paragraph 212.



Some of the facts influencing our choice were:

i the type of background against which traffic would be seen – varied in outline, size and texture or regular and forming part of a co-ordinated design.

ii the nature of the views and viewpoints – a narrow street which can only be seen in oblique views may be quite a different case from a wide area where buildings can be seen full face – and

iii the length of time that vehicles may be present. For example, a wide space or a long view may be able to accommodate vehicles *moving* along at intervals, whereas *stationary* vehicles would be damaging.

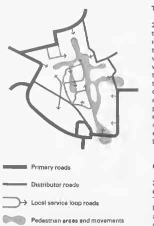
212 The research unit supported by the Nuffield Foundation at Imperial College (Department of Transport) has been developing techniques for measuring traffic and environmental conflicts of various kinds and they were able to test out their methods in Bath during the course of our work. The techniques are not yet finalised, and it is not yet possible to define standards for acceptable amounts of noise, fumes, vibration, visual intrusion and numbers and speeds of vehicles of different types in different situations. The techniques were tested by measuring traffic and environmental conditions at a number of positions in the centre of Bath before and after the City Engineer's management scheme. The results generally supported our subjective assessment of conflicts, and also emphasised the improvement in conditions which has been achieved in certain places as a result of the City Engineer's work.

Bath Street: parking
Parked cars are particularly undesirable here. The smooth, lightly modelled facades are not robust enough to dominate. The sketch also shows how trees could screen the ugly wall of St. John's Hospital and frame the Cross Bath (*see paragraph 31 and 32*)
(paragraph 211)

The management scheme

The outline proposal

213 As explained previously, the management scheme is no more than an early step in a long process. It cannot achieve perfection, and its preparation involves many difficult choices, some of which amount to deciding between the lesser of two evils. The principle of the scheme which was finally evolved is shown diagrammatically in Figure 48. It will be seen that the main object is to eliminate through traffic from the north-south shopping spine which is given over as far as possible to the use of pedestrians. We had to accept that existing streets would continue to act as primary and distributor roads for some years. The aim is to concentrate the vehicular movements into as few streets as possible, selecting those where such flows are most acceptable environmentally. Traffic connected with the shopping centre enters it along local access roads which form a series of loops. These loops allow traffic to penetrate into the heart of the area for various purposes, but they do not allow for through movements nor for high speeds.

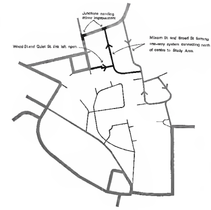


48 The principle of the management scheme
Through traffic is eliminated from the main N – S pedestrian spine. Vehicles are concentrated onto selected streets where the resulting flows are comparatively acceptable

Choice of primary roads and distributors

214 We accepted that the A4 route through Queen Square would continue as the trunk route until the proposed tunnel could be built. The diversion of traffic from the shopping centre would increase the load on the A4 route which already suffers more from traffic than anywhere else in Bath. Nevertheless we could see no short-term alternative to the present route, for reasons which are fully discussed in the *Bath Planning Study*. The use of Charles Street, Seymour Street, Green Park and Dorchester Street as distributor roads presents no problem. These streets are not heavily used by pedestrians, nor are they historically or architecturally important. The use of streets on the east side of the centre – Manvers Street, Pierrepont Street and Grand Parade in particular – is very undesirable from an environmental point of view. However, this is quite unavoidable until the Cut Route is available.

49 Development of the management scheme
Milsom Street and Broad Street must form a one-way system to connect North Bath to the centre. Computer and manual assignments showed that the A4 route would be overloaded by 1970 and another E – W link had to be made by opening Wood Street and Quiet Street


Junctions needing minor improvement
Milsom St. and Broad St forming one-way system connecting north of centre to Study Area.
Wood St. and Quiet St. link left open.

Development of the management scheme

215 The next step was to turn this outline proposal into a practicable scheme which could be carried out in the near future at little expense. It was realised that Milsom Street must be left open as part of a one-way system with Broad Street to allow an adequate connection of the northern parts of Bath to the centre. The network of primary and distributor roads shown in Figure 49 was subjected to a manual assignment of the vehicle journeys forecast for 1970. The loadings on the surrounding roads were acceptable, though with the reservation that some of the flows ought really to be regarded as unacceptable from an environmental point of view (see preceding paragraph). But an increased flow on A4 was indicated by the assignment which seemed as though it might be critical. Further attention was therefore given to finding ways of maximising the practical traffic capacity of this section.

216 At this stage we undertook the extra computer assignments already mentioned. Assignments of the 1970 and 1975 movement forecasts to the existing street system (as proposed to be utilised under the management scheme) produced the following conclusions:

i Confirmation of the approximate manual assignment for 1970, except that an underestimate of the A4 loading was revealed.

ii A clear indication that relief by some capital work is essential before 1975.

Other assignments showed that the maximum total benefit would be obtained by giving priority to the first tube of the proposed tunnel rather than the Cut Route. The tunnel was shown to be able to relieve the traffic load on the central area streets – particularly through movements on A4 – and to allow the rest of the existing system to function more or less satisfactorily until the late 1970s.

Traffic capacity of the A4 route

217 A detailed study including measurement of saturation flow at the junction of George Street and Broad Street, established that the assigned load (1970 forecast) would be beyond the practical capacity of this section of A4. It was found that these movements could only be accommodated by opening a further link by way of Wood Street, Quiet Street and New Bond Street (Figure 49). This still leaves a situation where the peak loading at the junction of George Street with Broad Street, and (at the evening peak) at the junction of Charlotte Street with Upper Bristol Road, will be near the practical limit. In both cases minor roadworks and new or improved signal installations will be necessary to obtain the required capacity.

Service traffic within the study area

218 When we had produced a feasible scheme for diverting the through traffic out of the streets of the study area, the next step was to investigate the provision to be made for access roads and parking space for service vehicles. We use the term 'service' to include operational parking. This investigation was carried out in several stages:

i Study of service parking needs was undertaken, using the projections for floor space and trip generation of different kinds from the *Bath Planning Study.*

ii After parking needs for service and other essential vehicles had been forecast, *locations* for parking space within the area were sought which would be visually acceptable. The resulting flows on the local access loops were then checked to see that they were physically possible and environmentally acceptable.

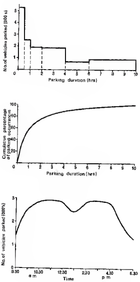
Service parking needs

219 Information on service parking in the central area was obtained from the *Bath Planning Study.* This was adequate for general forecasting of central area needs, but some further data was required for the present more localised and detailed study. We were able to extract much of this further information from a parking duration survey made in the autumn of 1965 by the City Architect and Planning Officer's Department. This survey was made by the usual method of registration number observation, but some further analysis of the results was made, at our request, for use in this study. Supplementary observations were necessary since no distinction had been made between private and commercial vehicles. Classified counts of parked vehicles, and some limited duration studies, were therefore made in November 1966 (prior to the introduction of the present restrictions on parking) to round off the data and bring it up to date. Analysis of the data gave us a series of relationships from which we could calculate demand for parking space for any specified group of premises. The figures for parking demand are based on the general level of commercial vehicle activity and represent *average* needs.

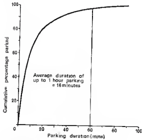
220 The results of this work are summarised in Figures 50 to 55. Figure 50 shows the parking characteristics, on-street and off-street, for cars throughout the central area. Figure 51 gives similar information for commercial vehicles, and shows that the average duration of stop was 16 minutes. Figure 52 deals likewise with business vehicles, and Figure 53 shows 'parking' accumulation curves.

221 In the *Bath Planning Study,* reference was made to the possibility of closing certain local access roads for part of the working day.

50 Parking characteristics: cars



51 Parking characteristics: commercial vehicles

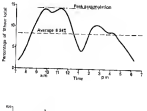


Limited on-street duration survey, C. B and P 1965

Based on survey of commercial vehicles parked in morning on Milsom Street, Broad Street and part of Stall Street.

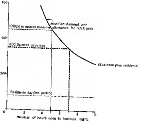
Note · Survey based on busy shopping streets, parking up to 1 hour represents 97% of total parking

53 Parking accumulation curves: commercial vehicles

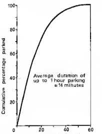


55 Essential parking needs according to length of time streets are open

As the streets are closed to traffic for more of the day an increased amount of parking will be needed in accordance with the graph. About 350 on and off-street places are provided in the management scheme and the streets would need to be open for 7 hours per day. If 100 extra spaces were provided (as in Figure 57) then the streets would need to be open for only 5 hours per day

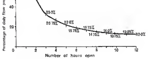


52 **Parking characteristics: business vehicles**



Business Interview Survey 1964, Parking up to 1 hour
Note: Parking up to 1 hour represents 66% of total parking

54 **Relationship between service traffic flow and length of time streets are open**
If the streets are closed to traffic for part of the day the flows will increase according to the graph



56 **Parking provided and traffic flows on service loop system**
The maximum flows on the four service loops are comparatively low. With these flows, provided speeds are limited, vehicles and pedestrians can co-exist

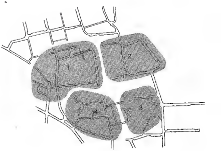
	Parking provided		Operational parking demand	Maximum vehicle flows on loops
AREA 1	on street 80 off street 70 150	150	115	250 v.p.h
AREA 2	on street 40 off street 20 60	60	60	75 v.p.h
AREA 3 AREA 4	on street 130 off street 10 140	140	62 67 129 129	60 v.p.h. 75 v.p.h.
Totals		350	304	

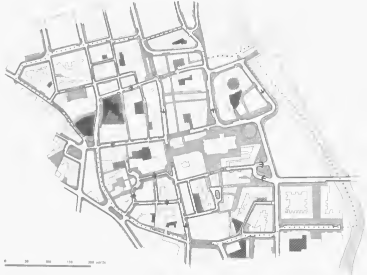
[A possible 100 extra off-street parking places could be provided in the positions shown on Fig. 57]

Figures 54 and 55 shows the effect which closures for various periods would have in concentrating service traffic during the open periods, thus increasing the amount of parking space required. The flows during the open periods could also be expected to increase proportionately.

Location of parking and flows on local access loops

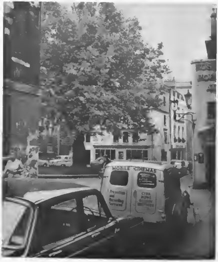
222 Figure 56 shows the location and numbers of on- and off-street parking spaces as finally devised. It also shows the maximum resulting flows of vehicles per hour on the local access loops. These flows are generally low, and we have come to the conclusion that provided the speeds could be strictly limited, say to 10 mph, there would be no undue incompatibility with the safety and convenience of pedestrians. We doubt if flows of this order would make it necessary, as suggested in the *Bath Planning Study*, to resort to closure of these streets for part of the working day. The number of parked vehicles shown is perhaps less desirable, even though we have selected the least visually damaging locations, but on-street parking of this order must be accepted unless more off-street parking is provided or until another system of distribution is used.





Abbey Green Left
Before the City Engineer's traffic management scheme was introduced
(paragraph 223)

Abbey Green Right
After the traffic management scheme was introduced. There has been a notable improvement in conditions for pedestrians and in the quality of the views
(paragraph 223)



57 The traffic management scheme
Until the mid 1970s this scheme would allow for essential journeys and deliveries, improve conditions for pedestrians, and improve, or at least not worsen, the spaces and views of the area

→ → One-way loops

▨ Existing off-street parking

▨ Possible future off-street parking

▨ Pedestrian areas

Management in the longer term

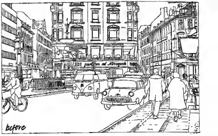
223 We had now satisfied ourselves that we had produced a management scheme which, until 1975, demonstrably allowed for essential journeys and deliveries, improved conditions for pedestrians, and improved (or at least did not worsen) the spaces and views of the study area. This is shown in Figure 57. This scheme could be put into operation at little expense. It does not involve any major changes to the City Engineer's present traffic management scheme, which we consider has produced a notable improvement in conditions, but is a further development along the same lines. If a scheme of the kind described were put into operation there would be certain opportunities to be seized, and some immediate and long-term consequences to be considered, as set out in the following paragraphs.

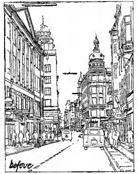
224 The amount of on-street service parking shown on the plan approaches the maximum which can be provided within the study area. It is the need for more parking space that is likely to be the critical factor in continuing a traffic management scheme of this sort. Any great increase of service traffic after 1975 could be handled in a number of ways including:

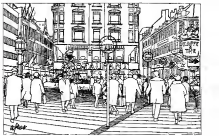
i Providing more 'off-street' parking in the study area.

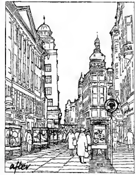
ii Reducing the need for vehicles to enter the study area by changing the system of serving the buildings.

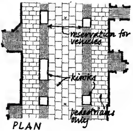
Opportunities for changing the design of streets
As fast and frequent vehicles are eliminated there will be an opportunity to improve the details of design. Kerbs can be done away with and the movements of vehicles restricted by changes in the ground surfaces. Traffic signs and street furniture can be improved and trees planted. The sketches are from a study by H. Seablom of the Stroget, a historic street in Copenhagen where traffic has already been eliminated and the improvements are being made
(paragraph 223)











225 Within the area there are few opportunities for building multi-storey garages, and in any case the essential need is for parking spaces for service vehicles near to the buildings they serve. On the other hand we have been struck by the great need to clear out the dank, depressing backyards which have such a bad effect on the surroundings. These backyards could in a number of cases provide parking places for service vehicles, with direct access to new back doors to the buildings. We suggest that there is an opportunity here for the City Council and private owners to improve access and the environment at relatively little cost. Where there are a number of owners involved the Council may need to act as sponsor, and even to buy out individual ownerships if necessary.

226 The second main way to deal with increasing goods deliveries and collections is to change the method of distribution. This possibility was foreseen in the *Bath Planning Study*, and a number of sites for goods depots, from which a trolley system would operate, were suggested. As a result of the studies described in this chapter, we consider that until 1975 the study area can be adequately serviced, and the environment reasonably protected, by means of a management scheme. The need for the immediate development of a depot scheme is lessened, which provides an opportunity for further study. We recommend that the Council should commence a methodical study of servicing traffic, collecting basic information regarding the quantities, weights, volumes, values and perishability of the goods which are handled. Two of the sites suggested in the *Bath Planning Study* as suitable for depots (Saw Close and Plummer Roddis) were chosen because redevelopment seemed imminent and there was therefore a chance of the depots being provided quickly. The urgency being removed, we think these two sites could probably now be allowed to proceed without regard to depots. Other possible sites could be considered should the review of service traffic, which we now recommend, continue to point to the depot system as being necessary.

Other parking needs

228 The need for on-street parking for service and other essential vehicles absorbs virtually all the on-street capacity of the area. The result will be a reduction in the already small number of places available for the cars of visitors, shoppers and commuters. The *Bath Planning Study* showed that there was considerable scope for providing off-street parking space round the perimeter of the central area, and it is upon this that reliance must be mainly placed to meet the general parking need. The needs of visitors are particularly critical since it is to no small extent for their benefit that a conservation policy is being adopted. They can justifiably expect to find some parking reasonably close to the places they wish to visit. To this end we recommend that further consideration should be given to the possibilities of providing parking space on the Guildhall site and at Saw Close when redevelopment takes place. Such parking space would also help to sustain the pedestrian shopping area which lies between the two locations.

Changing design of streets

229 As parking is provided around the study area or in the centre of the blocks, the streets will change their function. There will no longer be a need to separate pedestrians from fast moving and frequent vehicles – the vehicles will be reduced in number and can be forced to move at low speeds. We have explained the range of possibilities of closing the service loops completely to traffic for varying periods each day, but this might not be necessary in practice, given restraint and discipline in usage. We would like to see a sign at each entrance to the area saying 'Pedestrian Priority – All vehicles at 10 mph. Parking for Service Vehicles Only'. We believe that in these circumstances the private car could still be allowed on the loops in order to pick up parcels or set down passengers, but under the same speed restriction. These changes in the use of the streets would give an opportunity for the improved design of ground surfaces, traffic signs and other street furniture, and for the planting of trees. Over a period of time kerbs could disappear, and tar-macadam could be replaced by stone paving as part of the normal maintenance programme. The limits for the movement of vehicles and parking could be indicated by changes in the paving materials and textures. The design of the ground surfaces in the area could become an enhancement to the historic character of the area instead of a detraction from it, and would contribute to its economic well-being.

The need for experiment

230 A final point to emphasise is that it is practically impossible to devise a management scheme in advance complete in all its details. Many unforeseen problems and difficulties can arise and adjustments will be needed. It is essential that any scheme be regarded as experimental in the early stages, and the public must be fully informed so that they can be ready to co-operate and to accept inconveniences and changes of plan while the measures are being perfected.

231 It seems very doubtful to us whether measures of the kind we have discussed – closures of streets for varying periods during the day, strict and very low speed limits, priorities for pedestrians, and the experimental approach – could be explored within traffic law as it now exists. Almost certainly they could not. But we understand that measures of this kind are being contemplated by the Ministry of Transport in a new bill expected to be laid before the present Parliament.

6 Summary and conclusions

232 The essential purpose of this study has been to show the implications – financial, legal, organisational and social – of a conservation policy for an historic city. We have not seen it as any part of our task to justify a conservation policy – the underlying assumption has been that, in commonsense, the historic cities of this country should be conserved. The problem is to see how this can be done and what is involved, and it is with these questions that our study has been concerned.

233 We have worked on a sampling basis in the sense that we have restricted our study (as required by our terms of reference, in fact) to a small area of the centre of the city, not by any means covering all the features of historic and architectural value in Bath. But it was a carefully selected area containing a representative selection of all the problems of conservation. The buildings range in age from Roman to 20th century, and the problems range from sheer dereliction to the accommodation of a new road across the area.

234 Within the area we have endeavoured to define what should be conserved and to give our reasons. It is a complicated list. It is far from being a matter of merely preserving architecturally beautiful buildings, although that aspect is very important. It is a matter in addition of preserving buildings which are historically important quite apart from their architectural value, of preserving buildings and street layouts which are relevant to the history of architecture and urban life, of retaining groups of buildings which are important in the general scene even though many of the buildings taken individually are of no great interest, of conserving character and atmosphere, and of creating conditions within the area which permit of its contents being studied and enjoyed.

235 We took it as axiomatic that conservation did not imply preservation in the museum sense, but rather the retention (and where necessary enhancement) of all that is architecturally and historically valuable together with the maintenance of the area as a setting for normal vigorous urban life. The quintessence of the conservation problem concerns buildings and layouts which are valuable for their own sake, but which are no longer suitable for contemporary use. Only too often, the buildings (many of which were originally built for residential use which has long since departed from the area) tend to be cramped and inconvenient internally, the outlooks are dreary and depressing, and the street layouts are quite unsuitable for motor traffic. There is insufficient demand for accommodation (especially on the upper floors) to encourage conversion and rehabilitation. Developers therefore have not been encouraged to do such work. This general unsuitability for present day use and the lack of a profit motive to encourage developers or others to adapt premises for suitable uses leads to property lying vacant and then to physical decay. The problem is to reverse this process, even if there be a financial loss, to find new uses for the buildings, to deal with the traffic, and to arrest

the decay. Conservation is bound to involve preservation, but it is more than preservation, it is bringing an area back to life.

236 In the course of our study, in addition to examining the problems of the study area as a whole, we investigated three sub-areas in detail, actually working out conservation proposals and designing and costing the work where necessary. One of these sub-studies concerned the problems of inserting a low-level road across the area with all the implications for development and redevelopment on or adjacent to the line of the road.

237 Two problems emerge as crucial to a conservation policy: finding new uses for buildings, and dealing with traffic. The first of these is acutely difficult. Various possibilities are demonstrated in the detailed studies in this report, but it has to be admitted that almost always it is a matter of undertaking expensive conversion works which must be financed by some manner or means. Bath, moreover, is in a comparatively favourable position because a new university is being developed, and this suggested to us that some of the old buildings could be adapted as students' lodgings and hostels, but this ready-made market will not exist in many other towns.

238 We are sure this problem of finding new uses for old buildings is not insuperable, but it does demand unlimited ingenuity and perseverance by some dedicated person or committee to produce results. Sometimes it may be a matter of persuading an owner to expend his own money in converting his property to a new use, though he can scarcely be expected to do this if it involves him in financial loss. In other cases it may be a matter of the local authority acquiring perhaps considerable amounts of property and undertaking the conversion themselves.

239 The task of conservation also poses difficult financial problems. Our investigations suggest that there are probably more sources of money available for preserving and adapting buildings than many people (especially owners of property) realise. But even so, taking Bath as a whole and 'grossing up' from our sample study, we think it is obvious that the whole task of refurbishing and altering buildings is beyond the combined public and private resources of the Corporation and the owners respectively. This leads at once to the thorny political question as to whether a city such as Bath should be regarded as a 'national treasure' and on that account should be the recipient of special financial aid. To pronounce on this would be outside our scope.

240 Motor traffic is an obdurate problem of conservation. There are three facets. First, there is the fact that heavy traffic is an arch-eroder of the environment by virtue of danger, noise, fumes, vibration and visual disruption. The people who might otherwise live in an area and cherish the buildings tend to be driven away by the traffic, and the buildings suffer as a consequence. Secondly, if an area is constantly in trouble with traffic congestion and with lack of places to park and to load and unload goods, then the people who might otherwise live or work there will tend to move away. Thirdly, there is the fact that the conventional measures to deal with traffic (new roads, new parking places, one-way systems, etc.) may themselves involve disastrous loss of historical and architectural values.

241 We were fortunate in this case to be able to work within the context of our own earlier study of Bath's traffic problems. That study, which was undertaken with environmental and conservation objectives very much in mind, showed beyond any possibility of doubt that to protect the environment of Bath from traffic, and to do so without destruction of the very things it is desired to protect, would involve

elaborate and extremely expensive measures. Amongst these was a tunnel underneath the central area, and the sunken route across the study area to which reference has already been made. It is our belief that to deal satisfactorily with traffic in *any* town is likely to cost far more than most people have so far been inclined to accept, but the costs are increased still more when measures such as tunnels and cuttings are involved. Once again, it seems to us, even allowing for normal grants-in-aid, that the costs of dealing with traffic in Bath are likely to be beyond the resources of the city. So again, the question arises as to how the deficiency is to be met.

242 Even granted that the financing of these major capital works for accommodating traffic can be arranged, the fact remains that they cannot with the best will in the world be implemented except over a period of years. What is to happen meanwhile, with traffic tending to increase steadily all the time? The answer can only lie in a policy of management designed to keep traffic volumes under control, to improve the circulation and parking arrangements for the essential commercial business and industrial traffic, possibly at the expense of less important traffic, and gradually to eliminate the anti-environmental effects of motor traffic, especially in shopping and residential streets. This question of the management of traffic is so important to conservation (and indeed to urban life in general) that we undertook a special study of it in relation to the study area. This is described in Chapter 5. We are in no doubt that a management policy could be initiated at once with beneficial results and without heavy capital expenditure, and that a programme could be worked out providing for a gradual merging of these management measures into more ambitious schemes of capital works.

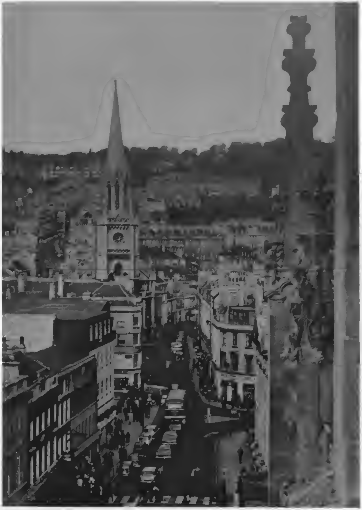
243 The physical work to be executed in aid of a conservation policy is likely to be very varied. In one building it may involve no more than the restoration of a facade. In another it may be a matter of completely gutting and rebuilding the interior behind the facade. But sooner or later the vexed question of architectural style will be raised. The question, in a nutshell, is whether the old styles should be faithfully reproduced or whether a frankly contemporary idiom should be adopted. We ourselves think this is a very easy question to answer, but we realise our answer is unlikely to please everyone. In our view the old styles should be copied only when it is a matter of restoring or maintaining a unity of appearance which previously existed. For example, if one of the houses in the Circus or Royal Crescent were to be burnt down, then it would be unthinkable to rebuild it except in its original style in every detail. In exactly this way we consider that the two houses Nos. 16 and 17 Old Bond Street, which would have to be demolished for the construction of the Cut Route, should be rebuilt in replica above the level of the shop fronts. In all other cases we think the contemporary idiom should be accepted. This is not an academic question because, even in the study area, there will have to be some major renewals of property amounting to comprehensive redevelopment.

244 We realise that there are many people who sincerely hold the view that new buildings in Bath should be in the Georgian style. We can only point out that when this view is pursued it leads one into great intellectual difficulties. We are not building for people who lead a Georgian way of life, and the materials with which we build are utterly different from those of the 18th century. To distort the satisfaction of our own needs and to deny ourselves the benefits of our own technology in the supposed interests of conservation is to embark on a course which seems morally indefensible, and which, if pursued generally, would lead to the stultification of architectural progress.

245 Even so, although we ourselves feel no readiness to compromise in the matter of using the contemporary idiom, we are sure that the question of good manners and bad manners in architecture is a live issue. It would be possible, in the study area, to erect a building in the contemporary idiom which would be outrageously detrimental to the character of the area. When we advocate the use of the contemporary idiom it does not mean that we advocate a license to disregard all the rules of harmony and neighbourliness. It was for this reason that in Chapter 3 we said that a 'hole-in-wall' aesthetic language seemed to offer the best chance of avoiding disturbing discrepancies of scale and appearance.

246 During the course of the study we have examined all the legal enactments which might have a bearing on conservation. Our impression, especially in view of the Civic Amenities Act which was passed during the course of the study, is that there are now ample powers available for conservation. There are many points yet to be clarified about the Civic Amenities Act but we cannot point to any glaring gap now remaining in the legislation.

247 Our overall conclusion is that conservation poses an organisational problem more than anything else. In a case such as Bath no serious progress will be made on the scale required unless some organisation takes the whole subject under its wing, draws up a policy and a programme, and drives ahead with it. The only organisation with the necessary powers and authority is the Corporation itself. But the Corporation's efforts will avail but little if it cannot arouse the interest of property owners and traders, and harness the enthusiasm and energies of voluntary organisations. Although there are certain financial problems which are likely to be burdensome in the short term, it seems to us that in the long run, certainly in a city such as Bath with its great tourist potential, a vigorous conservation policy is bound to pay a handsome dividend.



View north from the Abbey Tower

Appendices

A Tourism

1 During the course of the study we consulted the following bodies and organisations about Bath's tourist potential: (1) The British Travel and Holidays Association; (2) The Spa Department of the Bath Corporation; (3) The Bath Chamber of Commerce. We consulted or were advised about the following surveys or analyses: (1) 'Visitors to Bath' by BTHA and Bath Corporation, 1961; (2) Report by Development Analysts Ltd produced at the time of the Planning Study; (3) An Accommodation Market Study, sponsored by the Hotel and Catering Economic Development Council of the National Economic Development Council (not published); and (4) A South West regional tourist survey undertaken by Miles Kelcey Ltd for BTHA. This last survey is in draft form and has not yet been formally submitted. All these bodies and reports emphasised Bath's great tourist potential, for the reasons already mentioned—inherent attractiveness, accessibility, established cultural events and institutions, and central position among a number of tourist attractions.

2 The effect of increased accessibility is shown in the following figures for admittances to the Pump Room group and Assembly Rooms:

	1963/4	1964/5	1965/6	1966/7	1967/8 forecast
Pump Rooms	223,000	220,000	247,000	297,000	300,000+
Assembly Rooms	62,000	63,000	73,000	79,000	

The increase in the figures between 1965/6 and 1966/7 could well be connected with the opening of the Severn Bridge in September 1966 and a subsequent influx of visitors and shoppers from South Wales. We consider that the estimate of an increase in tourist spending in Bath of 20 per cent by 1981 (over 1961) given in Development Analysts report in 1966 has now been shown to be an underestimate. International tourist spending alone is currently increasing at 14 per cent a year.

3 Two obvious questions are:

a. What must Bath do to be sure of attracting all the tourist income that is potentially available to it?

b. How can this increased general income be channelled into the conservation of the heritage?

Bath shares with the rest of the country the status of an 'under-developed area' in relation to some aspects of tourism. International tourism is increasing by 14 per cent per annum but the British increase this year is expected to be only about 8 per cent. Bath shares the national need for a reliable hotel classification. The deficiencies of the hotels are well known – it is said that soloists at the Bath Festival book the few bedrooms with baths from one year to the next to be sure of getting one. In our experience all the usual grumbles about hours of service, standards of food, licensing laws, staffing, parking, are applicable. The particular type of hotel that is needed has been discussed in Chapter 3.

4 Some other pressing needs include: (a) Festival accommodation of various sorts. It has been suggested to us that the number of tickets sold for the Festival (about 25,000 annually) could be greatly increased if more accommodation were available. Prices are held at a high level on account of the limited numbers – we understand that expenses are about double the direct income from tickets. The Festival, held in June, uses mainly the Assembly Rooms, Guildhall, Theatre Royal, Walcot Church, Christ Church, and the American Museum. Some symphony concerts have to be held in Bristol and of course many visitors have to stay in Bristol. There is no adequate concert hall in Bath. The Theatre Royal is of good quality but too small. (b) Exhibition halls and galleries. The present Victoria Gallery and Holborne of Menstrie Museum are inadequate. We understand discussions have been held about amalgamation, with a new building which would also house the Queen's Square archaeological and art collection. Splendid new buildings of this sort, perhaps realised in collaboration with the University, would be an investment in Bath's future. They would bring about a general increase of revenue which would build up the prosperity of the city, and thus, indirectly, assist the task of conservation.

5 Suggestions are made from time to time that tourists should themselves pay some kind of tax, part of which might be directed to conserving the things which tourists come to enjoy. It seems doubtful to us whether such a measure could be introduced by a single city acting on its own – it would seem to be a matter to be considered nationally. The same would apply to other special taxes, for example on gambling. This possibility is not without its relevance to Bath because there has recently been a suggestion that a casino should be established in the Pump Rooms. Without becoming involved in the merits of such an idea, it would seem a great pity, were such a proposition to materialise, if some, at least, of the receipts were not used for conservation.

B Finance for students' housing

1 Sources of Finance for students' housing include:

a. The University Grants Committee non-recurrent capital grant. Applications were discussed in Chapter 4 in the Abbey Green Study.

b. The Housing Corporation, which can assist housing societies and associations by means of part loans under the Housing Act of 1958.

c. The British Council has access to central funds for the purpose of grants for student hostels with a limit of 75 per cent of the cost or £750 per student, whichever is the less. Most of the places have to be reserved for overseas and Commonwealth students, and the sponsoring organisation has to enter into an agreement covering the allocation of places and administration.

2 Organisations and bodies which have interested themselves in providing student housing and converting existing buildings to this use include:

a. Housing Associations, as mentioned above.

b. University Students Unions. Recently the NUS and individual students' unions have shown considerable interest in providing students housing themselves by forming housing associations, or in collaboration with such bodies as the Co-ownership Development Society. In Scandinavia, regional groupings have been formed in which universities and colleges pool their resources to start housing schemes.

c. Hull, Newcastle and York Universities, among others, have demonstrated the possibilities of adapting existing buildings, in one case at a cost of as little as £850 per student, including purchase and furnishing.

d. Church leaders have recently expressed concern at the problem of overseas students' accommodation. An interesting conversion scheme is currently being completed at Sussex Gardens, London W2. This will house 200 students, mostly from abroad, at £1,000 per head for the building cost, plus the cost of acquiring the existing terrace of houses and furniture and fittings. This scheme is being organised by an independent group who have no funds of their own —they have, however, succeeded in obtaining grants from the following sources:

   a. the Inner London Education Authority.
   b. the British Council.
   c. the Greater London Council (a special housing grant).
   d. improvement grants under the Housing Acts.
   e. local authority grant under the Historic Buildings Acts. (An application to the Historic Buildings Council was refused.)

C The terms of reference

1 The Consultant is asked to study and report upon the implications of a conservation policy for the mediaeval core of the central area, which may broadly be identified by the following boundaries – on the east by the river; on the south by South Parade, Henry Street, New Orchard Street and Lower Borough Walls; on the west by Westgate Buildings and Monmouth Street, and on the north by Chapel Row, the south side of Queen Square, Wood Street, Quiet Street and Green Street.

2 The primary object of the policy will be to preserve and, where possible, enhance the architectural and historic character of the area, in order to maintain its life and assist in securing its economic buoyancy.

3 The study should identify in detail the particular features – buildings, groups of buildings, street patterns, street scenes, spaces and other aspects of the selected area – which it is thought desirable to preserve, and should explain the reasons for the choice. It will also be necessary in some cases to consider the suitability of these buildings or groups of buildings to fulfil their present function or their adaptability where necessary to some other function.

4 Within the study area referred to in paragraph 1 five main tasks should be tackled. The first two of these concern the study area as a whole.

i A detailed survey with reference to four aspects: the condition of the fabric of the building; the architectural and/or historic merit of buildings, groups and areas; the nature and appropriateness of the present uses within the buildings; and the market pressures for renewal and change.

ii The preparation of environmental and traffic management schemes, for the purpose of securing gradual improvements in environmental conditions and circulation.

The remaining tasks should probe into specific problems contained within the study area.

iii A study of the Abbey Green area.

iv A study of the pedestrian shopping area which surround Union Passage and The Corridor.

v A study of the area through which the proposed 'cut' route is sited. This study would include a consideration of the kinds of road structure needed, the effects on adjacent property and arguments for totally, or partially, enclosing the suggested road.

5 The study should also take account of the various practical problems which conservation is likely to encounter, including commercial pressures on the area and how they can be met without damaging its character or alternatively how they can be accommodated elsewhere.

6 The study should also deal with:

a. the preservation of listed buildings in the area, including the economics of restoration and maintenance, or, where necessary, conversion to new uses;

b. the measures to be taken for environmental improvement in the area;

c. the means to control any necessary new development, to ensure that it is sympathetic to the environment both in design and quality;

d. the sources of finance, and the means of attracting private investment in conservation.

7 It will not be possible to consider the problems of the study area in isolation from the rest of the City and the Consultant will need to relate his study and recommendations for the study area to the current planning proposals for the City as a whole, and to any re-development proposals for particular sites and areas, including the block of property proposed to be developed by Plummer Roddis, in consultation with the appropriate officers of the Corporation; but if he finds it impossible to relate his conclusions in any instance he should say so and why.

8 Similarly, while the study will necessarily be carried out within the framework of existing legislation, the Consultant will be free to suggest any changes in the law which seem to him to be necessary to secure an effective conservation policy, including the re-location of displaced or non-conforming uses, and financial assistance through grants for conversions and restoration.

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Studies in conservation

Classified guide to selected topics

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